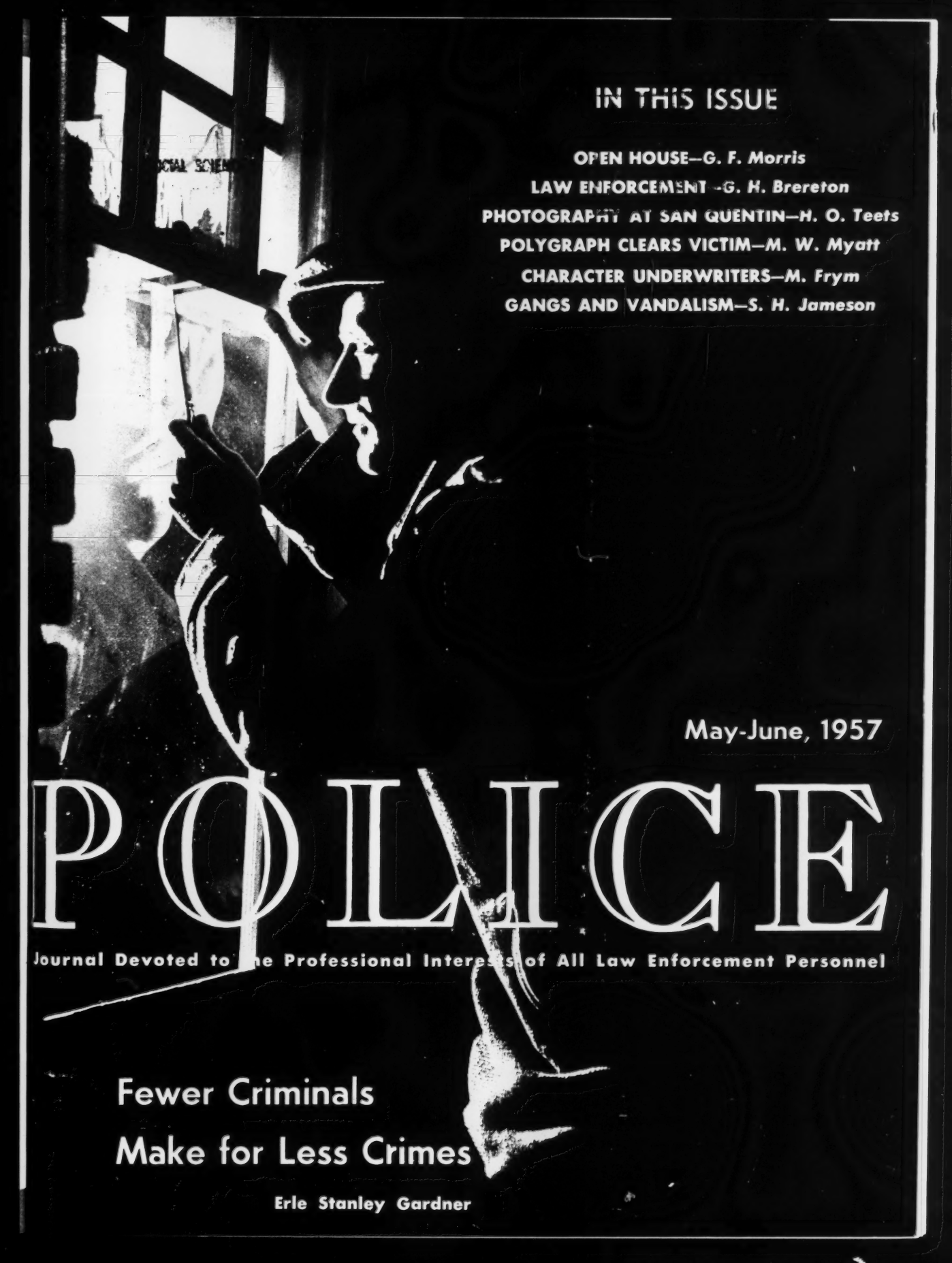

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May-June, 1957

POLICE

Journal Devoted to the Professional Interests of All Law Enforcement Personnel

Fewer Criminals Make for Less Crimes

Erle Stanley Gardner

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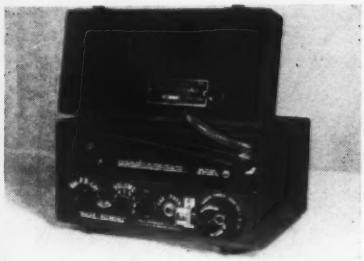

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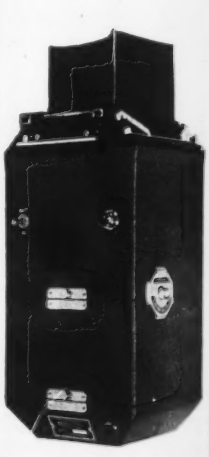

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POLYGRAPH AND INTERROGATION. Research developments, new techniques, procedures, and related subjects concerned with interrogation. See page 40.

IT'S NEW! A preview of new products, techniques, and materials for use in law-enforcement. See page 66.

NEWS AND ANNOUNCEMENTS of interest to all law enforcement personnel. See page 64.

Cover Picture

Uniform Crime Reports show an unequaled rise brought the 1956 major crime total to a new high. For that period, crime increased 43 per cent as compared with the population increase of only 11 per cent. See page 65.

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VOLUME I
NUMBER 5

1957

MAY
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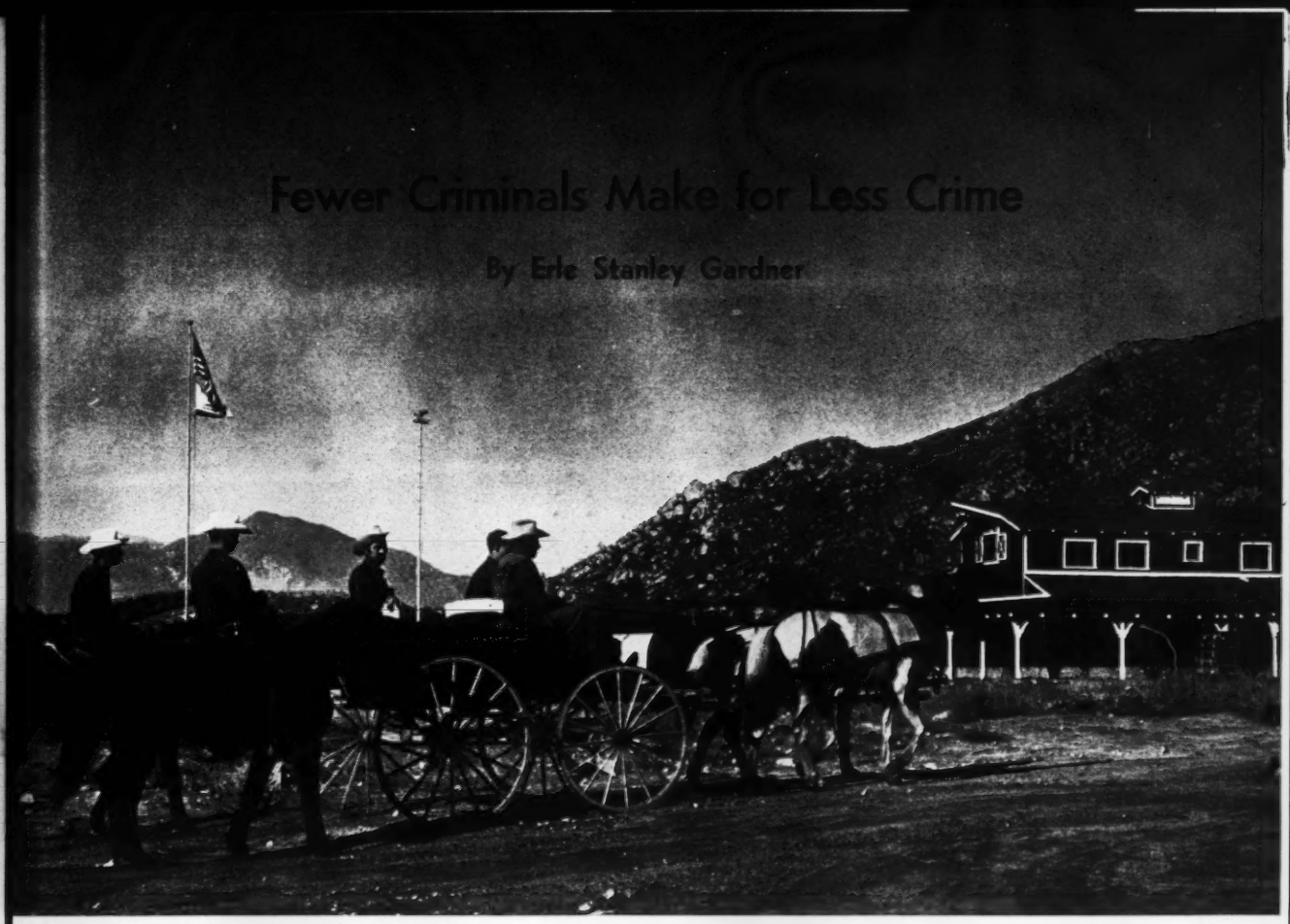
Fewer Criminals Make for Less Crime

By Erle Stanley Gardner



EDITOR'S NOTE: *Millions of people know Erle Stanley Gardner as the creator of Perry Mason, lawyer-detective extraordinary who has starred in fifty books and has had more words written about him than any other character in fiction today (well over 3½ million). Countless more people know him as the prime mover behind the* COURT OF LAST RESORT, *a unique venture in the annals of criminal investigation.*

Crime on the one hand and justice on the other have been Mr. Gardner's chief concerns—both private and professional—throughout his life, and in many respects his career parallels that of his most famous creation, Perry Mason. As a writer, Mr. Gardner is unchallenged dean of American mystery novelists. About 90 million copies of his books have been sold in the United States and Canada alone and a vast audience awaits the frequent serialization of Gardner's mysteries in THE SATURDAY EVENING POST.

A confirmed Westerner (who was born in Massachusetts), Mr. Gardner not only has four hideouts scattered over California, but an entourage of house trailers. He works constantly and is never far from a dictaphone. He keeps five secretaries busy full-time on his books and articles and his private correspondence alone sometimes totals 20,000 words a day. Mr. Gardner's home base is the Rancho del Paisano, a rugged 3,000 acre tract near Temecula, where his chief diversions are horseback riding, archery, photography, and astronomy. His home is generally filled with people, so Gardner gets up at dawn, works before breakfast, and usually waits till his guests and household have gone to bed before dictating the bulk of his work.

Mr. Gardner is intensely interested in bringing the whole crime problem to the attention of men and women everywhere, and he has traveled throughout this country and Europe studying the latest developments in scientific methods of detection.

In the following article written exclusively for POLICE, Mr. Gardner weaves the pattern of a real challenge to the American people. We seem to spend multiplied billions annually at the wrong end of the social spectrum in our approach to crime and the criminal. But gradually—jails, penitentiaries and recidivism, trademarks of failure in a punitive scheme of things, are moving over to make way for the new look in crime control. The reader will spend one of the most delightful ten minutes of his life in moving through this prophetic story of TWIN PINES RANCH, *where young men are re-born.*

THE more I study crime, the more I come to the conclusion that we are piling too great a load on the shoulders of our police officers.

Police work is becoming more complicated each day. There are more property rights to protect, more traffic problems to handle, more crimes to be solved. If society keeps on manufacturing criminals, it can't hire and train police officers fast enough to keep up with the stream of newly made criminals pouring into society.

As a writer in one of the prison magazines aptly expressed it—**"When will it dawn on society that what it needs is not more cops, but fewer criminals?"**

Too many prison inmates have the same sickening

Address: Erle Stanley Gardner, Rancho del Paisano, Temecula, California.

Bird's-eye view of TWIN PINES out in the great open spaces. Presents an inviting picture.

background—juvenile delinquency, parole to parents, further acts of delinquency, then a release to a parole officer who has such a case load that the facilities for supervision are spread out too thin to do any good. The subject returns to crime, is given a period of incarceration, passes the age when he is classified as a juvenile delinquent, and goes to State Prison.

My friend, Art Bernard, Warden of the Nevada State Penitentiary at Carson City, says: "Some of these kids have been pretty tough, but when they hit State Prison and are thrown in contact with hardened, desperate, embittered men who compose such a large percentage of the prison population, men who have been forced to live for years without women, the kid suddenly realizes what he is up against. If there was only some way of releasing these young offenders during the first period of fear and disgust, they would try their best to keep out of trouble in the future so as to keep out of prison. But kids are adaptable. They adjust themselves rapidly to any environment. By the time a kid has been in prison a year, he has become acclimated to prison and after that it is quite a job to reclaim him."

Quite obviously the best time to put out a fire is when it is a small fire.

If society could take these delinquents after they first became major problems and rehabilitate them, society would save itself a lot of trouble and expense. It would also manufacture good citizens instead of criminals.

Unfortunately, society throws up its hands and says "What are you going to do with these young punks? They have been reprimanded and they have been punished. They still get into trouble. If mild punishment won't cure them, it is obvious they need more severe punishment."

It is at this point that a tall, bronzed individual named Ralph Johnson steps into the picture with some new ideas worthy of considerable study.

The sixty year old Johnson, aided by his wife, who

radiates motherly kindness, takes kids who have been repeatedly involved in major criminal activities, kids who are sullen, defiant delinquents, reverses the trend of their thinking, and turns some 85% of them into good citizens.

Johnson relies on the same tendencies commented on by Art Bernard, to wit, that youngsters are exceedingly adaptable, that they adjust themselves to any environment with great rapidity.

Johnson's theories are revolutionary. Very few people would even bother to listen to these theories if it weren't for the fact that they work and that Johnson has proven that they work.

Johnson is a natural born showman. He doesn't believe in punishment. Everything he believes in is constructive and everything he does is constructive.

He is Superintendent of Twin Pines Ranch, an institution maintained in Riverside County, California where some sixty odd juveniles, many of whom have been given up by the authorities as utterly incorrigible, are being turned into good citizens.

Let us take the case of a typical young man. I will call this person Johnny Doe because he is now making good and his true name should not be revealed.

Johnny had five convictions, up to and including vicious armed robbery. He was surly, defiant and antagonistic. He hated cops. He thought it was smart to be tough and his only ambition was to get tougher.

Judge John Gabbert of Riverside took a look at Johnny's record and committed him to the Twin Pines Ranch. The Court Officer drove Johnny down the long, winding grade. The ride was made in silence. Johnny Doe had nothing to say to the law and the law had said all it could say to Johnny Doe.

In a wild mountain area, before a big white gate reminiscent of the early cattle ranches, the car came to a stop. The gate was big enough to accommodate a good-sized ranch wagon. Over the top of the big gate, on a white arch some ten feet off the ground, painted in big letters, appeared the words "HOWDY PARDNER."

Young Johnny Doe got out.

What he didn't realize was that the journey down the long mountain grade had been timed so that the arrival was on a definite schedule. That winding road is visible from Twin Pines Ranch and the car had been sighted while it was still a mile away. The mechanics of the reception had been set in motion when the car was first seen.

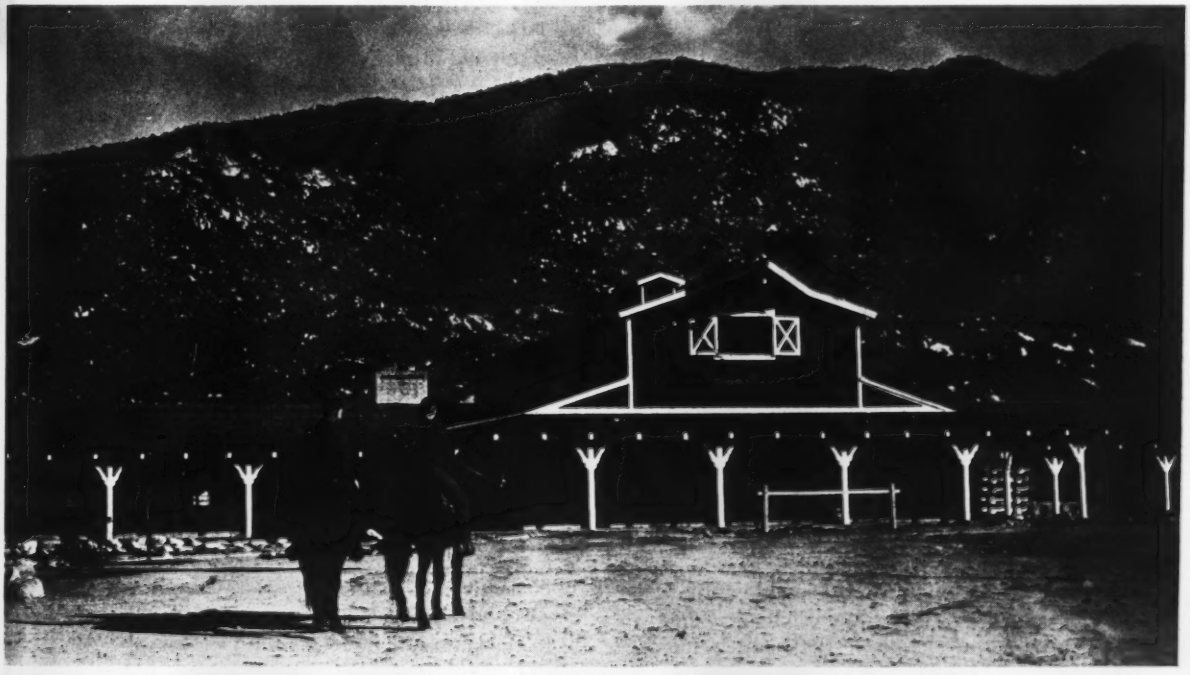
A buckboard drawn by two pinto horses, flanked by two outriders on horseback, came swirling up to the gate in a cloud of dust.

Ralph Johnson got out of the buckboard, tilted back his broadbrimmed sombrero, and said "Howdy Pardner—get in."

No matter how surly he may be, any teenage kid is going to get a thrill out of climbing into a buckboard behind spirited horses and being escorted by a couple of outriders on horseback.

One look at those outriders convinced Johnny they were boys of his own age who have been sent to Twin Pines just as he was being sent there. One look at the way they sat on their horses, with the careless ease of skilled riders, made him wonder subconsciously if he was going to be given a horse to ride and if he would ever attain that easy proficiency in the saddle.

Two young men riding up to the bunkhouse which, like all the other buildings at TWIN PINES, was built by the students themselves.



The minute Johnny got into the buckboard things began to happen.

Ralph Johnson touched the pintos with the whip and the next thing Johnny knew he was clinging to the seat and trying not to appear scared.

There is an automobile road into Twin Pines, but that isn't the road taken by the buckboard. The buckboard road has been cleverly built around a series of winding turns skirting precipitous drops. The road is narrow enough so the wheels skim along the edges of those drops and Johnny, swept into an entirely new environment, was really scared half to death. He was busy trying to conceal his nervousness.

Johnny had anticipated an interview with a tough warden-type individual who would say something like "Okeh, you wanted to get tough with society, now society is going to get tough with you. Here you are going to obey the rules to the letter or go to solitary. In solitary you live on bread and water. We can keep you there just as long as you want to tough it out."

Johnny was all primed for that sort of talk.

What actually happened was that while Johnny was being swished around the curves on that narrow road, Ralph Johnson said, "Twin Pines is going to be your home for a while—son. We don't have any punishment here for violating the rules—first, because we don't have any rules and second, because we don't believe in punishment, we don't have any."

After that had soaked in, Johnson went on, "We do have some traditions that you'll want to live up to after you get accustomed to the place."

What Johnson was saying is the simple truth. There are no rules and there isn't any punishment. A boy who breaks the traditions of the place still has the same privileges as all the other boys, and strangely enough Johnny Doe, who had spent several years being at war with society, suddenly found himself a part of a community which has pride in its traditions. Much to his own surprise he found himself trying to live up to those traditions.

This didn't happen all at once, but it happened within a comparatively short time. It happened of course, because all the other boys were imbued with a loyalty to the traditions of the place. It happened because everything Johnny Doe did had been carefully planned so it was constructive, and above all, interesting.

Johnny found that construction work was going on. He worked for a few hours on construction work, then went into a classroom where he was instructed in arithmetic having to do with construction problems. He was assigned a saddle horse. He started learning how to ride. After taking care of his horse he soon came to love the horse.

In place of feeling himself a social outcast, Johnny learned that he was an essential part of a community.

Running a place of this sort and getting this kind of results takes a lot of careful planning and a lot of understanding.

Ralph Johnson feels that boys want love, recognition and a chance to use imagination. He knows they also want adventure. They get all of these things at Twin Pines.

There is a certain amount of showmanship, a certain amount of good old-fashioned corn in the program, but it is the type of showmanship and of corn that appeals to teenage boys who have healthy imaginations which need to be exercised.

In the course of time, Johnny Doe completed his stay

at Twin Pines. While there he had received a high school education and had been given a diploma. He had learned to put his education into practice. He had been a part of a community which was doing constructive work and had learned the value of conforming to traditions.

And when Johnny Doe left Twin Pines, he wasn't simply told that his sentence had expired. He was "graduated" from Twin Pines to go out into the world and carry on the traditions of the ranch.

The graduation exercises were extremely colorful and impressive. They made Johnny Doe feel very important.

On the day of his graduation he had been given his favorite horse and told to go out on a long ride all by himself. He had a chance to ride over the mountain trails and take a mental inventory. When he returned, he had a good long heart-to-heart talk with Mrs. Johnson, who had given him motherly affection and counsel during his stay.

There was considerable pageantry in connection with the graduation ceremonies, which were conducted out of doors, accompanied by complicated and colorful feats of horsemanship.

Then after the graduating exercises, Johnny Doe had climbed into the same buckboard and, trailed by outriders on horseback, had gone back over the same road; only this time when he came to the big gate he saw the message that was painted on the reverse side of the big board over the top of the gate. It said: "SO LONG PARDNER."

This story of Johnny Doe is an actual case. I know Johnny Doe's true name. I know where he is today. It is in a position of such importance that if I mentioned the position, too many persons would recognize Johnny Doe from the description.

I have been watching Twin Pines Ranch in operation for some years. I have seen young delinquents turned into citizens with a pride in their heritage and a firm determination to carry on the Twin Pines tradition.

I think that Ralph Johnson has a method of accounting which is unfair to himself. If any of his graduates is even picked up for intoxication or any minor violation of the law, Ralph Johnson marks that man on his books as a debit.

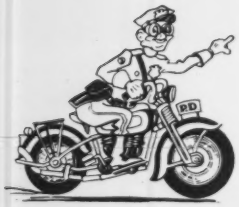
Even so, his books show 83% of his graduates have made good. Some of them have made very, very good indeed. Many of them are so proud of what they learned at Twin Pines, that after they get married they come back to show their wives the place from which they graduated.

If we are going to keep on manufacturing criminals out of juveniles, we can't hire enough police officers to keep up with the crimes and catch the criminals. It would be much better to start cutting down on the number of criminals.

Society generally has the vindictive desire to "get even" with the people who violate its laws. Society wants to inflict punishment. For those who rebel against that punishment, there are more severe punishments.

It might be a very fine idea for society to reappraise its whole theory of penology and take a good long look at the work Ralph Johnson is doing.

Many a boy who might have grown up to kill a policeman and find himself strapped in the iron chair of the death chamber, snarling his defiance at the world, has been made over into a citizen who is respected in the community where he lives, and holds that position of respectability, all because of Ralph Johnson's revolutionary ideas.



Law Enforcement—A Profession

By George H. Brereton

EDITOR'S NOTE: *Mr. Brereton is Chief of the Bureau of Criminal Identification and Investigation, California State Department of Justice, and from April to November, 1956, was Acting Deputy Director of the Department. He received the A.B. degree (with honors in history) in 1925 and the Master's degree in 1926, both from the University of California at Berkeley, and did graduate study for the Ph.D. degree at the same University. He also attended the U.S. Naval School of Military Government at Columbia University, New York City, and the McGeorge School of Law at Sacramento, California. He was a police officer at Berkeley, California from 1922 to 1929; a Teaching Fellow in American History at the University of California, Berkeley, 1929 to 1930; Assistant Professor of Social Science and Police Administration at the State College, San Jose, California, where he organized and directed the first two-year college course in police training, 1930 to 1934. During 1932-34 he also was employed as Chief Criminal Deputy Sheriff at Santa Cruz, California, from 1935 to 1938 he was Undersheriff of San Diego County, California.*

In 1938, Mr. Brereton was appointed the first State Supervisor of Peace Officers' Training and Director of Technical Institutes in the Bureau of Trade and Industrial Education, California State Department of Education. From 1941 to 1945 he was on active duty in the Navy as a Reserve Officer. His assignments included: Head, Information Department, Cable Censor's Office, San Francisco; Head, Public Safety Department, U.S. Naval School of Military Government at Princeton University; Administrative Assistant to the Director, U.S. War Crimes Office, Washington, D.C., and member of a four-officer Joint Army-Navy War Crimes Team coordinating war crimes investigations in the Pacific Ocean Area and Japan. In November 1945, he returned to inactive duty with the rank of Commander, U.S. Naval Reserve, to accept appointment to his present position.

Mr. Brereton has been a frequent contributor to many professional journals. He is a member of the International Association of Chiefs of Police; a Past State President, California Division of the International Association for Identification; Life Member, California State Sheriffs' Association; Past President, Reserve Officers of the Naval Service; State Vice President, International Association for Identification; member of the Governor's Law Enforcement Advisory Committee, and a member of the Training Committee, and the Standards and Qualifications Committee of the Peace Officers' Association of the State of California.

I REFER to law enforcement as a "profession." There are those who will disagree with me, and cite individual departments, officers, and conditions as examples which they say disprove my contention that those persons in law enforcement have such a status. However, I cannot accept *their* reasoning, any more than I could or would deny that there is a "legal profession," on the basis that there are some lawyers who are incapable or dishonest, deny that there is a "medical profession" just because there are doctors who violate the oath of Hippocrates, nor a "teaching profession" because there are those in that profession who are poor teachers.

Granted that there *are* those engaged in law enforcement who are not a credit to their departments. The fact that such persons are uneducated, untrained and/or dishonest does not necessarily prove that law enforcement is *not* a profession. It means only that we must enact more stringent laws to control those persons who enter and remain in law enforcement.

In support of *my* belief that law enforcement is a profession, I cite Webster's definition. "A profession is the occupation, if not commercial, mechanical, agricultural, or the like, to which one devotes oneself." Also, "the body of persons engaged in a calling."[1] Certainly most persons engaged in law enforcement would meet the requirements of this definition, even though they might not measure up to the minimum requirements of mental and physical ability which most law enforcement officials believe should be mandatory for employment in a law enforcement agency. Again referring to Webster we find that he defines career as the "course of a person's life, especially in some particular pursuit" and "*a profession* or other calling demanding special preparation and undertaken as a life work."[2] Actually I believe that any disagreement as to whether or not law enforcement is a profession is a matter of semantics rather than fact.

However, since the goal of every progressive law enforcement officer is to develop and maintain honest and efficient law enforcement service throughout the length and breadth of this land, rather than quibble as to terminology, we should consider some of the means and methods which will help to make this possible. Most certainly better education, better selection and training are among the more important goals to be sought for in the law enforcement service.

PROFESSIONALIZATION IS NOT NEW

The idea that it is necessary to have a well trained, "career" or "professional" police officer, was recognized, and the idea put into practice, at an early date in England and on the European Continent. In this country, however, in spite of the early efforts of a few enlightened American police officials, most progress has been limited to the past thirty-five years.

Although, in 1829, Sir Robert Peel established in England the foundation of modern police organization, nearly ninety years later Raymond Fosdick wrote in

Address: George Brereton, Chief of the Bureau of Criminal Identification and Investigation, and Acting Director of the Department of Justice, P. O. Box 1859, Sacramento, California.

[1] *Webster's Collegiate Dictionary*, 5th Ed.

[2] Webster: *op. cit.*

1916: "The detection of criminals as a science is in its infancy" . . . "in spite of some improvements in personnel and technique, the art of connecting crimes with criminals is crude and undeveloped."[3]

Bruce Smith, writing in 1940, stated: "The early settlers in America were too busy subduing a continent to give much thought to the nice distinctions upon which successful police administration often hinges, and probably did not even become aware of the existence of a police problem of major proportions until the growth of great cities was well under way. By that time it was already too late to rescue police from the control of the partisan political machines which have since exploited them so thoroughly, and with such devastating effect."[4]

Despite the discouraging statements of both Fosdick and Bruce Smith, in my opinion law enforcement has improved impressively during the past thirty-odd years. As I mentioned previously, attempts were being made at an early date to improve the quality of the police service as evidenced by an article which appeared in a Chicago newspaper dated July 26, 1912 stating: "Plans for the establishment of a school for detectives were announced yesterday by city officials. The first step toward the detective schools will be the selection of fifty of the best men of the department" . . . "who will be drilled on how to observe the scene of the crime, consider the facts, eliminate improbable circumstances, clues and motives, and deduce motives and circumstances surrounding the crime." . . . "Instruction will be given them in the use and importance of the fingerprint system" (introduced into the United States at Leavenworth Penitentiary, Kansas, about 1903) the Bertillon system, the portrait parlé system for the identification of facial peculiarities, the 'methods of criminals' (although Atcherly's first manual on *Modus Operandi* was not published until 1913), and the observation and utilization of footprints. They also will be trained to make minute examinations for hair, dust, blood, stains, and marks on clothing, weapons and tools, and many other things." . . . "A central bureau with a chemical laboratory is contemplated."[5]

This certainly is indicative that there was indeed some advanced thinking being done in the Chicago Police Department at an early date. There is no doubt but that there were a number of other police officials scattered throughout the United States who were thinking in a similar vein. Most certainly the establishment of the State Bureau of Criminal Identification and Investigation at San Quentin Prison in 1905,[6] by an act of the State Legislature, indicated considerable progressive thinking by *California* law enforcement officials who requested, and secured the passage of the act.

Chief George H. Brereton

THE POLICE OFFICER AS A MAN

In 1923, August Vollmer, whom many of us remember with deep affection and sincere respect, stated, "The first step in any plan to make our police departments more competent to control crime is the keeping out rather than the removal after they get in—of undesirable, incompetent, and mentally or physically unfit persons from the police force." . . . "An unfit or incompetent policeman weakens the moral fiber of his associates and at the same time destroys the confidence of the public in the department."[7]

In order to raise the standards of police service and place it on a "professional basis," Chief Vollmer made seven recommendations. They were as follows:

1. Establish and maintain higher standards of educational, mental, moral and physical requirements for applicants.
2. Observation of all recruits by a medico-psychologist during their training period.
3. Withhold police authority from the recruit until he has proved by his conduct and his knowledge that he is fitted to discharge the duties of his position.
4. Establish preparatory and promotional courses for policemen in colleges and universities.
5. Establish crime prevention divisions.
6. Establish a merit system in police departments.
7. Educate the public and secure its friendship and cooperation with the police department.

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[3] *International Identification Outlook*, Vol. I, No. 2, p. 1.

[4] Bruce Smith: *Police Problems in the United States*, pp. 1-2.

[5] *International Identification Outlook*, op. cit., p. 2.

[6] The Bureau of Identification was later moved to Sacramento, reorganized in 1917, investigation added to its duties and title in 1931, and after the addition of many other law enforcement duties was joined with the State Div. of Narcotic Enforcement and the Attorney General's office in 1944 to create the present Dept. of Justice of the State of Calif., which is headed by Attorney General Edmund G. Brown.

[7] Interview of August Vollmer, published in *The Dearborn Independent*, June 21, 1924, pp. 13-14 incl.

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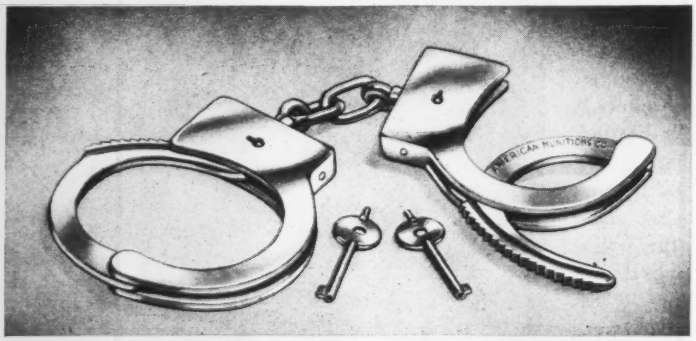

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If we check off today each suggestion which was made by Chief Vollmer, there will be but few, if any, of his recommendations which are not agreed with, if not actually put into practice by progressive police administrators. Only point three "withholding authority from the recruit" is not generally practiced, although probably the police cadet program, which is being tried in Pasadena, California, would have somewhat similar results in controlling and observing a potential policeman prior to his assumption of police authority.

PROGRESS "HAS" BEEN MADE

We *have* come a long way in the past thirty odd years, particularly in California, but we *still* have much to do before we approach anywhere near the "ideal" goal that we wish to attain in law enforcement.

We have a national bureau and, in many states, state bureaus of identification and investigation where records are centralized and where many kinds of technical assistance may be obtained for the asking. In the Federal Bureau of Investigation at Washington, D. C., in some state bureaus, including our own State Bureau at Sacramento, in many of the larger police and sheriffs' departments, and in some colleges and universities are fine laboratories, manned by trained scientists who are available to assist local law enforcement agencies.

Many of our larger police departments have crime prevention or juvenile divisions, bureaus or details, and a large number of even the smaller departments have an officer assigned, at least on a part-time basis, to crime prevention duties.

Police education and training of all types and kinds have become a "must" for officers even in the more remote areas. Although sometimes it is questionable whether the officer, because of age, lack of education, or, in some instances, even mental alertness, benefits a great deal from such training, at least the opportunity to improve one's self is made available. Director J. Edgar Hoover, has said that, "The efficiency of law enforcement today is commensurate with the degree of training of its officers. Only through modern police training can we keep abreast of the times in the increasing fight against lawlessness. The police officer today who is unfamiliar with scientific methods of criminal investigation cannot completely perform his duties of crime detection."[8] When financial assistance was made available from Federal funds under the George Deen and Smith-Hughes Acts, many vocational educators were quick to bring this means of financing the payment of instructors to the attention of law enforcement officials. Although many departments, prior to the passage of these acts had established their own training schools, this federal assistance gave great impetus to police training throughout the country.

In California, although the legislature in 1929 had amended the act which had created the State Bureau of

[8] Albert Deutsch: Is Your Police Force Obsolete? *Colliers Magazine*, Oct. 1, 1954.

Criminal Identification and Investigation, and made it the duty of the Board of Managers "to arrange for and organize schools at convenient centers in the State to train peace officers in their powers and duties,"[9] no money was appropriated for this purpose and no further action was taken to establish a state-wide police training program until 1935. In that year the State Peace Officers' Association approved a plan presented by John Beswick, Chief of the Bureau of Trade and Industrial Education, in the State Department of Education, to utilize federal funds and establish departmental and zone schools for law enforcement officers. After a great number of conferences, this in-service training program, based primarily on the principle of training experienced policemen "how to teach"—was established in California in 1938.

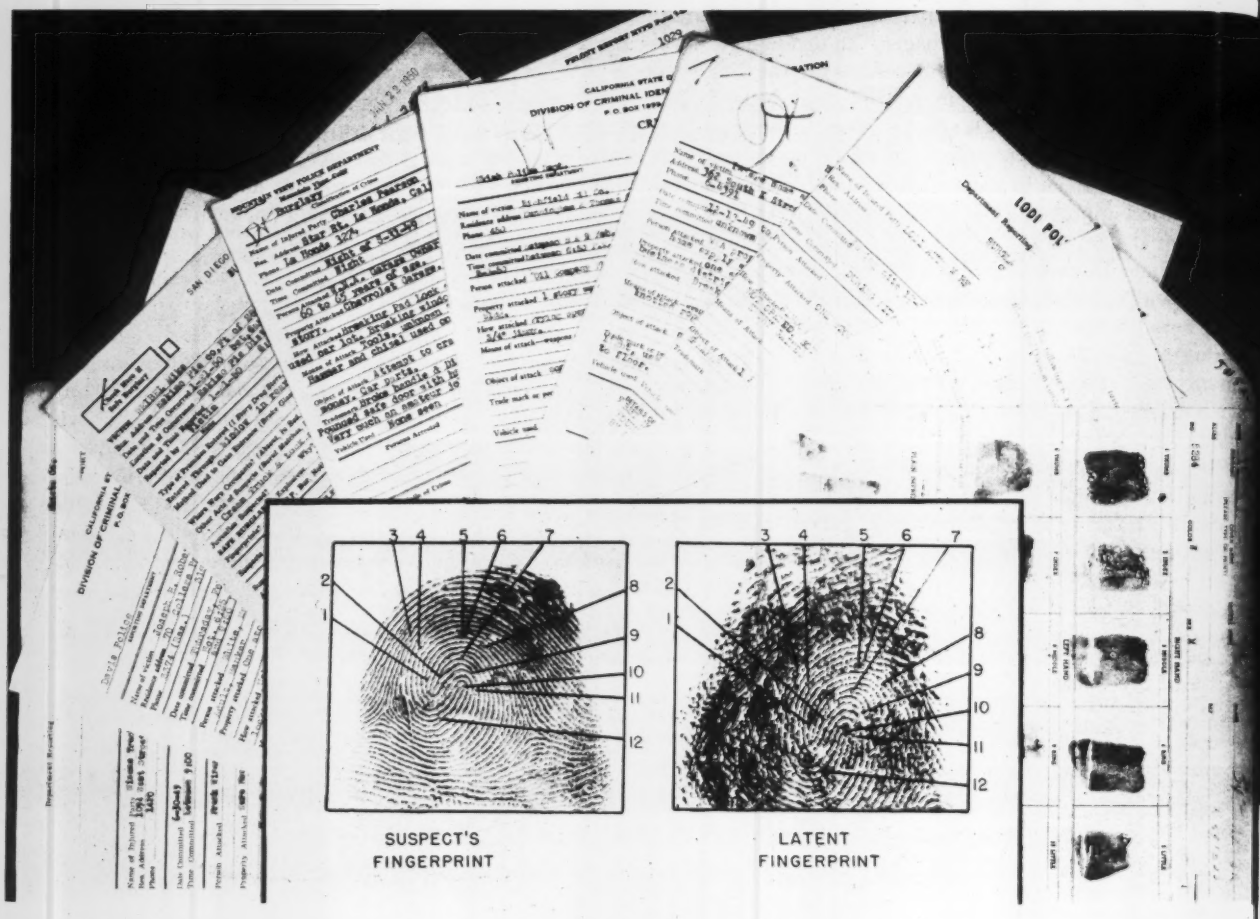
In addition to *in-service* departmental schools, "zone" schools, "institutes," and the National Police Academy established in 1935 by Director J. Edgar Hoover, in Washington, D. C., *pre-employment* police training was also being developed in some colleges and universities. Although a few police courses were taught during college summer sessions, as early as 1916, and an occasional course taught during the regular sessions in a few colleges and universities prior to 1930, it was not until September of that year that the *first two-year college police course* to be established in the United States was started at the State College, San Jose, California.[10] Now there are more than twenty-two colleges and universities that give two to four year courses in police administration and police science, including our own University of California at Berkeley.

In procedures and techniques, particularly in those where modern science can be utilized, law enforcement has made some impressive improvements. In the fields of transportation and communication, automobiles and radio have in most departments, replaced foot patrol and the Gamewell red light signal system. Although it is questionable to depend entirely upon auto patrol as a substitute for foot patrol in some congested business districts, the use of the automobile does make possible a more flexible deployment of the force and an immediate concentration of manpower wherever and whenever it is necessary. While there are flagrant examples

[9] Penal Code, State of Calif., Sec. 11008.

[10] Established and directed by the author from 1930-34, at the instigation of Dr. T. W. MacQuarrie, President of the combined Junior and State Colleges, San Jose, Calif.

Laboratory-spectrograph and densitometer-comparator for examination of non-organic material.



Standardized crime reports used by many of the police departments and sheriffs' offices in California for reporting to the State Bureau of Criminal Identification and Investigation. Note that *modus operandi* factors are included. In California, State law requires each of the 326 chiefs of police and 58 sheriffs to make such reports daily.

which tend to disprove the following statement, there is no doubt in my mind but that, as a general rule, methods and procedures relative to patrol, investigation, report writing, identification and other police activities have constantly been improving. Also, there is no doubt but that this has been due in a great part to the efforts and the leadership of a number of outstanding men in the law enforcement field.

PERSONNEL PROBLEMS

However, in spite of all the encouraging developments in law enforcement during the past quarter century there are still a large number of problems which need solving and situations where a great deal of improvement is needed. One such problem, which is closely related with other problems, is the establishment of minimum standards of mental and physical ability for entrance into the police service.

Although a large number of police and sheriffs' departments, particularly in California, have established merit or civil service systems there are still far too many departments where the only qualification for employment is friendship with a local politician or a city administrator. In the case of all elective sheriffs and constables there are no requirements that a candidate have even a minimum amount of law enforcement training and/or experience, the assumption apparently being that any citizen is inherently qualified for these offices! Although it is surprising that by the trial and error method of training, a number of sheriffs have become excellent law enforcement officers, it is ridiculous that there are no minimum standards of law enforcement experience and ability established for this important position. Although Superior Court judges, district attorneys and county superintendents of schools must have at least documentary proof of their knowledge in their chosen field, no such requirement is necessary to become the county's "chief law enforcement officer."

Although today in many of the larger and in a number of the smaller cities minimum standards of mental and physical ability have been increased; vacation, sickness and disability benefits, pension and retirement systems established, there are still far too few law enforcement agencies that have these requirements and benefits. This is particularly true of the smaller police and sheriffs' departments, and, in many instances, is due not to apathy

Police officers, deputy sheriffs, and other law enforcement officers, taking the final examination at completion of a five-week, eight-hour-a-day basic police training course given under the auspices of the Supervisor of Peace Officers Training, Bureau of Training and Industrial Education, State Department of Education, California.

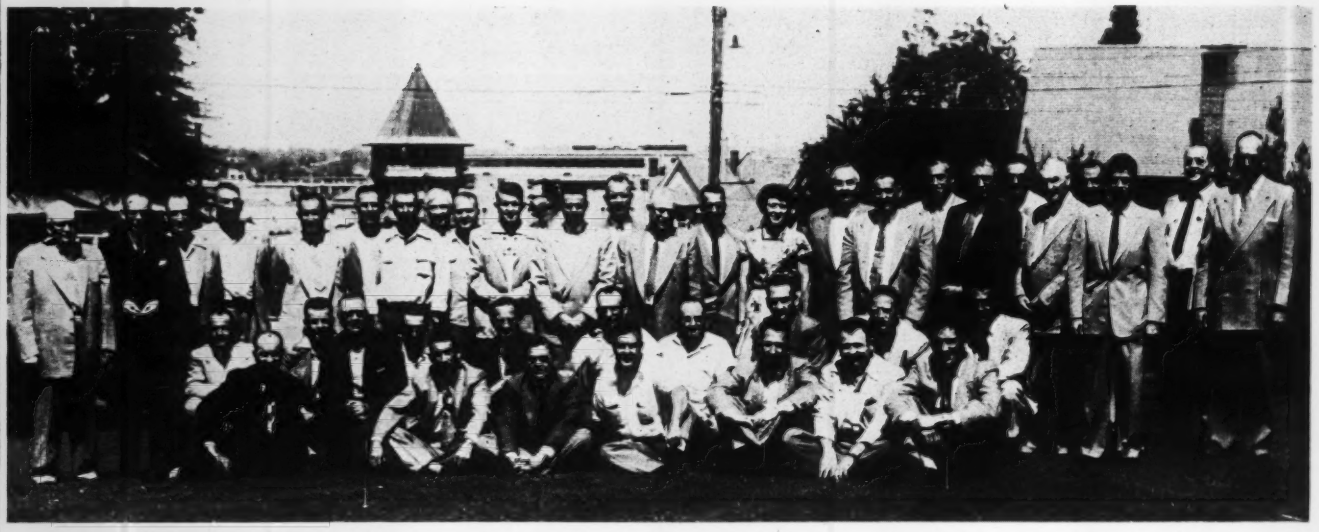
on the part of the chief or sheriff, but rather to ignorance on the part of city or county administrators of the importance of these matters in developing an efficient law enforcement department, or due to actual opposition based upon political or shortsighted economy reasons.

Since the protection of life and property is just as important to the citizen of the smallest community as it is to a citizen of a large city, and, since basically, the problems of identification, investigation, apprehension, prosecution are the same, the individual officer or deputy sheriff in the smallest city or county should be just as competent, or possibly more competent than his metropolitan brother officer, since he probably will be called upon to act in more diverse capacities.

However, to recruit and to retain in a small department, high calibre, trained or educated personnel, adequate salaries, opportunities for advancement by merit rather than political patronage, protection in tenure and retirement and pensions must be provided. Even with better than average salaries, a good retirement and pension plan, and other benefits, the Los Angeles and San Diego Police Departments, and a number of other large cities are presently having difficulty in filling their vacant positions!

Since it has been, and still is impossible for a small police department or sheriff's office to "lift itself by its own boot straps" and to obtain from the City Councils or Boards of Supervisors the salaries and other benefits which will attract the type of personnel who can meet established minimum standards for law enforcement positions, the only other way to achieve this aim is to enact state laws which will establish both minimum mental and physical standards for law enforcement officers, and, at the same time, minimum salaries, tenure, pension and retirement provisions for the department. The precedent for establishing a minimum salary by state law has already been set by the teachers in California. All that is necessary for the law enforcement profession to accomplish this same objective for peace officers is to agree among themselves just what minimum standards, salaries, and working conditions they will strive for and then concentrate their best efforts in having the necessary legislation enacted.

Since, at the present time, cities and counties are already receiving, as subventions, funds from the Federal and State government for roads, aid to needy children and for a number of other purposes, it would appear not too illogical to believe that some of the money which is obtained as a result of police activity, such as fines imposed after arrests, or license fees from premises which often create police problems, for example, "on sale" liquor establishments, should be diverted from the general funds of the city or county and allocated specifically to the responsible law enforcement agency, par-



Group of police chiefs attending a quarterly zone meeting where problems of mutual interest are discussed.

ticularly if the allocation of such funds is made contingent upon the attainment and maintenance of minimum standards of police organization, administration and operating efficiency.

POLICE AND THE PUBLIC

Finally I wish to discuss one problem, which I believe to be one of the most serious facing law enforcement agencies today, particularly municipal police departments. This is the development of a better understanding by the public of the police, their problems and their operations, and the development of a friendly and cooperative relationship between police officers and the generally law abiding citizen. Although human nature being what it is, it is too much to expect that *all* peace officers will be honest, efficient, courteous, and diplomatic "servants of the people," who at no time will err in their judgment or their actions, there is ample proof to support the belief that police officers and police departments are too often the primary targets of unfair and unjustified attack by the press and private citizens.

Just recently, Chief of Police William H. Parker, of Los Angeles, emphasized this point in an address to the International Association of Chiefs of Police in Chicago, and during years past other prominent citizens have taken note of the same situation. One such reference was made by Mrs. John P. Buwalda in 1929, when, in speaking to the "First Institute of Police Administration," held at Riverside Junior College, she said, "It is so easy for us to blame the police for every failure or miscarriage of justice. In many cases, of course, the police are entirely helpless because of the law itself" . . . "but the greatest handicap to police efficiency is unjust criticism and lack of cooperation on the part of the general public."[11]

Justice Miller, Dean of the Law School of the University of Southern California, speaking at this same Institute, had this to say concerning public opinion relative to the police service: "So far as the forming of public opinion concerning the criminal law and its administration is concerned, we start first with the fact that the state acts in two capacities toward its citizen. In the first place it acts to protect us from the depredations of others, and, on the other hand, it may act to punish us if we have committed depredations against others. According to the way in which the state is approaching us on a particular occasion may depend our opinion about the way in which the law is enforced, or of opinion concerning the validity and desirability of the law itself. Let us take the example of an ordinary citizen on his way home; let us assume that he is held up, his car stolen, and his daughter kidnapped. He insists that the police use every possible means of apprehending the criminal. He has no objections whatever to guards being stationed at all highway crossings, cars being searched, all suspicious characters being arrested and brought to jail. He would not object to a little use of the 'third degree' if it accomplished the result of returning his daughter and his car to him, and in some measure compensating him for the grievance which he has against the criminal."

"Let us assume, on the other hand, that he is merely one of the citizens whose car is stopped at the intersection and searched and that he may be required to go to the police station to explain the reason for his presence at that point in order to remove any suspicion of guilt on his part. What is the reaction of the average citizen under these circumstances? Why, it is proclaimed loudly that his privileges as a citizen have been interfered with. He resents the arbitrary action of the officer and calls upon the Constitutional Rights Committee of the Bar Association to protect him. Out of this single experience may come then, conflicting opinions as to

[11] Occasional Papers of Riverside Junior College, Vol. 5, No. 1, Mar. 5, 1930. *Institute of Police Administration, Proceedings*, p. 7, Nov. 12-13, 1929 (Riverside, California).

the law and its administration which may be adverse to, or in favor of the methods in use."[12]

Bruce Smith, writing on the same subject some twenty years later said, "From the earliest days of modern police forces, and down through the five score years that have followed, police have been the object of attack by press and pulpit, bench and bar, civic and commercial associations, labor leaders, professional politicians, ambitious office seekers, reformers and criminals."[13]

However, he goes on to say that, "Really favorable conditions will never be provided so long as misuse of police authority continues to bulk large in the public mind. Notwithstanding the rapid extension of a policy of moderation in the exercise of law enforcement powers, the tide of general opinion still runs strongly against police. The reasons for this condition," says Smith, "are easily identified. Universal use of the automobile invites an increasing volume of restrictions upon the motoring public, and the old easy division of the community into law breakers and law observers is thereby destroyed. Today all are law breakers, and a large and important minority are deliberate offenders. The imposition of fines and other penalties for traffic law infractions often leaves the violator unconvinced of the justice of such action, and his resentment is naturally directed against the aims of law enforcement."[14]

THERE IS NO EASY PANACEA

How can the attitude of the many American citizens and members of the press towards the police be changed from one of downright antagonism, or, at best, suspicion and supercilious tolerance to one of fairness, impartiality, respect or even friendliness? I do not know any easy answer, but I do know that until we have as much emphasis placed upon the good things and upon the efficient and honest work that most policemen do, as upon the bad actions of an individual officer, it will be almost impossible to change the opinion of many citizens that all officers are uneducated, incompetent thugs who have no respect for the feelings or the rights of other human beings.

It is unfortunate that the incompetence, bad judgment or even intentional misconduct of one law enforcement officer is apparently considered to be of such news value that the story is handled by the press or radio, in such a way that the reputation of all law enforcement officers is injured. Although there is no doubt that daily, in most police departments, some police officer does an outstanding piece of work, makes a difficult investigation, apprehends a wanted criminal, recovers a citizen's property, locates a missing person, or loses his life in line of duty, rarely is the same attention, space or emphasis given in the press or on the radio to this type of activity, as is given to the misconduct of an officer. Even more rarely will there be editorial notice taken of the good work of a department as compared to the criticism, which is sometimes made without complete and accurate information concerning a particular incident or situation.

Although police public relations programs have been developed in many departments, and, in many cities the relations between the police and the press and the public are often reported to be excellent, should a bad incident occur in which a policeman is involved the major emphasis stressed in the news account is the fact that he is a policeman. Quite often, after three or four incidents occur, involving the unwarranted or dishonest actions of a few officers, even though the percentage of bad officers to good officers in the department would be extremely small, editorial attacks are made on the department and its chief administrators because they did not possess superhuman intelligence which would have permitted them to anticipate the actions of these few individuals.

In spite of all the lectures and courses in public relations which are almost universally taught in all types of law enforcement schools, in spite of all the effort conscientiously put forth in many departments to practice all the principles enunciated in such programs, we are still proceeding too slowly, and, in some areas are ineffective in this field.

It is my sincere hope that, ultimately, and not in the too distant future, the police profession will take its rightful place in our society and be honored and respected as it deserves. ★★★

[12] *Ibid.*, pp. 55-57
[13] Bruce Smith, *op. cit.*, p. 112.
[14] *Ibid.*, p. 10.

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Open House—The Gateway to Improved Public Relations

By George F. Morris

EDITOR'S NOTE: *Captain Morris joined the Police Department of Schenectady, New York in 1942 and served for three years as a foot patrolman. In 1945, he was selected for an assignment in the Bureau of Criminal Identification and shortly thereafter, was appointed as Secretary to the two Deputy Chiefs of the Department where he was made responsible for all of the accounting functions within the Department. In 1948, he was appointed as Secretary to the Chief of Police and became an Executive-Lieutenant on January 1, 1951.*

Captain Morris was appointed as Staff-Captain on January 1, 1956, following a recommendation of August Flath, former Chief Inspector of the New York City Police Department, who had been engaged by the City of Schenectady to conduct a six months survey of the Schenectady Police Department. As Staff-Captain, he is responsible for the training program of the Department, as well as for the direction of all of the staff services of the Department. High on his agenda is the problem of Police Public Relations concerning which he has deep convictions and important plans for the future. His formal training has included local police schools and regional FBI training courses. In the following article, Captain Morris describes a public relations device that pays handsome dividends and which can easily be put to work in any Police Department.

CELL blocks jammed with doctors, lawyers and professional men and their families are not exactly the normal order of the day in most police departments. However this can occur whenever a Police Headquarters is thrown open for public inspection. Nowhere in the eighty-six year history of the Schenectady Police Department could any record be found of any organized public relations program being carried on prior to the Open House staged by Chief of Police William F. Brandt and his bluecoats on Sunday afternoon, September 23, 1956.

Address: Captain George F. Morris, Staff-Captain, Schenectady Police Department, Schenectady, New York.

Schenectady, New York is an industrial city of 95,000 inhabitants located on the south banks of the historic Mohawk River and is known to many as "The City that Lights and Hauls the World" because of the presence of the sprawling plants of the General Electric Company and the Alco Products Company (formerly the American Locomotive Co.).

PUBLICIZING THE EVENT

On September 1 the "Drums Along the Mohawk" began to beat in the form of a carefully laid plan directed at the small fry in the Mohawk Valley by means of a press, radio and television campaign designed to create interest in this new approach to police public relations. A visit to the production manager of the local TV station was rewarded with ideas galore that later proved their worth in generating an ever increasing interest in the Open House idea. The widely publicized fact that the 500th child, accompanied by a parent, to pass through the headquarters building would be picked up by a police car and escorted to school on the morning following open house really set the young ones to work as junior publicity men for the affair.

Mimeographed invitations were mailed to service clubs, church groups, school authorities, children's organizations, such as Boys and Girls Clubs and scout organizations describing the exhibits and program planned for the Open House. Chief Brandt recorded an interview with a local disc jockey and police personnel drew up spot announcements to be used on several teen age radio and television programs for the two week period preceeding the big day.

Patrolman Frank Mauriello, a talented ventriloquist and member of the traffic accident bureau, appeared on a local TV program for children with his dummy, for whom a complete police uniform had been created, and personally invited all of the kids to bring their parents down to meet their favorite policemen.

PREPARATION FOR OPEN HOUSE

During the summer months a small group of bluecoats directed by the author had busied themselves at a series of cellar confabs planning a colored slide program entitled "Behind the Green Lights" to be used in the contemplated public relations program. By means of the author's sound recorder and the voices of the various officers present, an interesting dialogue was provided to accompany the pictures. The purpose of the films was to follow a typical hit and run accident case through to a successful culmination in arrest of the driver, presenting such scenes as the directing of the search by radio, the use of the patrol wagon, fingerprinting procedures, accident records, detective division procedures and the cell blocks. Having had one highly successful run of the slides at a PTA meeting it was decided to incorporate this as a part of the Open House program making it the initial feature to be shown in the courtroom prior to conducting the visitors through the police station.

Contacts were made with the New York State Police Laboratory in the

neighboring state capital, Albany, N. Y. to borrow many interesting exhibits for display to supplement the material which we had available for this purpose. Among the most interesting was an accurate scale model replica of the camp at Lake Placid, N. Y. in which a local police officer was fatally wounded in a gun battle. The shooting set off a nationwide manhunt which lasted for one hundred four days culminating in the arrest of the wanted man at Reno, Nevada. Another item which attracted wide attention was a home-made bomb that had been designed to assassinate the late President Franklin D. Roosevelt at the time he was Governor of New York State.

Nothing proved more fascinating to the youngsters than the large collection of guns that filled peg boards at one end of the corridor in the upper hall. Here were mounted sawed-off shot guns, tommy-guns, gas guns with projectiles, training guns, automatic rifles and regulation and detective revolvers.

Two large department stores offered the use of illuminated showcases and display boards and soon the upper hall at Police Headquarters took on the appearance of a well established museum as the cases filled with items of interest from the present and yesteryears. A surprising amount of interest developed among our police personnel as many officers brought in old scrapbooks and souvenirs of their early days with the department. A theme was born out of the mementoes which began to fill the showcases, namely "Fifty Years of Progress in Police Science." As the blotter book of Sunday, September 23, 1906 was opened to view it highlighted a fatal stabbing on that day fifty years ago, adding color to the display of wanted notices which were pasted on the walls above the showcases.

Enlarging on the theme, an old style police call box was resurrected, complete with flashing blue light, to summon Detective Sergeant Joseph Jablonski who frolicked with the children all afternoon in the role of the old time cop. His gear consisted

of the London bobbie type hat formerly worn by members of this department at the turn of the century, the customary handlebar mustache and old time short nightstick. In striking contrast a few feet away our radio technician set up a complete mobile radio transmitter and receiver to simulate the interior of today's radio scout car. By this means our guests were treated to a demonstration of the quick efficient service provided today as contrasted with the call box system whereby the complainant waited until an officer on patrol noted the flashing light mounted atop the call box and responded.

A handpicked group of eight patrolmen was selected and briefed on all of the displays and items of interest to serve as guides for the afternoon tours of the station. Regular personnel of all offices at headquarters prepared brief résumés of their office functions in order that all citizens attending could be briefed on the inner workings of each bureau in the Police department.

As the office personnel departed from their offices on Friday night it appeared that all was at last in readiness for the big day scheduled from 1:00 to 5:00 P.M. on Sunday. Since this was the first open house in department history it was natural that those who had put in so much time and effort were as apprehensive as Broadway producers awaiting an opening night. Opinions remained divided as to the effectiveness of such a program and as to its chances of success. Some expressed confidence that the program couldn't miss while older men, unaccustomed to this type of approach, felt that the public would not cross the street to see such a program.

OPEN HOUSE

Sunday morning dawned, dark, rainy and foreboding, but as the morning wore on and as the radio cars, motorcycles and patrol wagon were drawn up in front of the building for the afternoon inspection the rain ceased and an occasional beam of sunshine shown down on the station. By noon all officers assigned to details for the afternoon were on deck still debating the effect of the threatening weather on the program.

At 12:30 P.M. all doubts were dispelled as men, women and children began to arrive early and in increasing numbers to be met in the main entrance by our uniformed women meter attendants who distributed mimeographed programs and directed the guests into the courtroom off

the main entranceway to view the films and witness a typical police roll call following each showing of the films. Leaving the courtroom the audience was divided into groups of thirty-five and were assigned to a uniformed guide for the tour of the building. During the afternoon the film program was repeated ten times to standing-room-only crowds while others toured the building and viewed the exhibits.

During the tour of the building every facet of police operations was exposed and explained for the benefit of the visitors. Fingerprint procedures, detective operations, accident records, property room, speed watch equipment and radio and burglar alarms all attracted their share of interest from young and old alike. Many who were "shutter bugs" brought along their cameras and had a field day of their own taking pictures of the children perched atop a shining police motorcycle or family portraits behind the bars in the cell blocks.

By 5:00 P.M. it was obvious that the show must go on as many were still waiting to see the pictures and exhibits so everyone remained with their assignments for an extra hour. By 6:00 P.M., 4,000 residents of Schenectady and environs had filed through headquarters expressing pleasure that they had been offered an opportunity to see their police department. Many stated that they previously had no conception of what went on at Police Headquarters other than the handling of parking tickets and were delighted to know the amount of service and security that was being provided them.

Commenting editorially the *Schenectady Union Star* had this to say about the Open House, "The most interesting aspect to us was the number of children brought by their parents. The more children come to know about policemen and to trust them the better. Time was when disobedient youngsters were told 'a policeman will get you.' That probably cost a great deal of childish anguish and perhaps even lives. As for the open house as a gesture of goodwill it was an example other departments of municipal government might follow."

As the opening gun in a continuing public relations program the Open House proved its worth in focusing attention on the department's aims and hopes for the future. As a gateway to improved public relations with the public it has no match and if future plans for a Traffic Safety Caravan visiting the schools and a "Meet Your Police" program for adult groups enjoy the same public acceptance as that accorded the Open House we have accomplished our purpose of making our employers, the public, police conscious and look for continuing improved relations in the years to come. ★★★

Sitting Tall in the Saddle

January 1, 1956 — Rose Parade traffic patrol... February 6, 1956 — Flew heart attack victim from Wilson Canyon... February 10, 1956 — Reseeded La Tuna Canyon area... June 12, 1956 — Search and capture of armed gunman in Newhall Hills after suspect shot motorist... December 26-30, 1956 — Malibu fire, 40,000 acres burned, $70,000,000 damage.

Those terse statements taken from daily log sheets tell of the exciting accomplishments of the Los Angeles County Sheriff Department's Bell 47G-2 helicopter... accomplishments such as the briefly noted Malibu fire where the Bell helicopter performed heroically, flying fire-fighting crews to critical areas, bringing in needed supplies and reporting progress against the fire to fire headquarters.

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Photography Valuable Tool at San Quentin Prison

By Warden Harley O. Teets

Harley O. Teets

PENAL institutions and cities have a great deal in common in their concern over crime and criminals —in apprehending the wrongdoer, in preventing his escape from custody, and in seeing that he fits himself back into the community once he is freed.

We who are charged with the responsibility of managing the institutions of the State of California are constantly looking for new tools that will help us to achieve those aims, and directly or indirectly to help the cities carry out their responsibilities as well. One of the most effective of these tools, which has been coming into its own during the last few years in prison work, is photography.

Photography has been fundamental in police work for some years, it's true. The photographing of men as they enter prison is a well established routine. The maintaining of files after a man leaves is also basic. But much wider uses have been found for photography in recent times.

One of the most dramatic as well as useful jobs that photography has performed for crime prevention and apprehension has been in the improving of our routines for apprehending escapees. All-points bulletins are of course the first steps that are taken to bring a prisoner back. But rapid and widespread dissemination of photos is what enables the local authorities to make quick and reasonably sure identifications.

All escape procedures of institutions in the state's network are the same as San Quentin's. When an escape is reported, and the all-points-bulletin has been sent out by teletype, a pre-arranged plan for alerting city officials and other interested officials in the immediate area is then put into effect.

Meantime, an escape-card notification has been rushed to the print shop, and 1000 escape cards are quickly printed. The identification department's photographic laboratory runs off 1000 prints of the escapee.

When the escape notices have been returned from the print shop, the photos are stapled to them and they are inserted in pre-addressed and stamped envelopes for fast distribution to some 342 addresses. Besides municipal and county officers, others who receive one or more copies include bridge, terminal, and airport police, and the California Highway Patrol.

To take advantage of the twenty-four hour service in the main San Francisco post office we carry the envelopes there for posting. They are usually in the mail within three hours from the time the escape is reported.

This procedure, which high-speed printing and photography together make possible, has helped to forge a link between state and local law enforcement officials, drawing them closer together and coordinating their efforts in protecting the communities of the West.

Another effective use of photography has been in helping to clear the way for the re-introduction of an inmate into the outside world. When a man is nearing his time for release, he needs all the assistance he can get to prepare himself to take a place in society.

He will have already received vocational training to help fit him into the community. In San Quentin's vocational shops, food preparation centers, in the textile mill, and in classes and private studies, an inmate can develop skills and knowledge which can be applied when he is freed.

But this alone is not enough. Training itself is no sure ticket to a job on the outside. He needs liaison with the world to which he is returning. The prison helps establish this liaison through various media, one of which is the "trade advisory council" setup. These councils consist of committees of union officials, who meet regularly to examine inmates for proficiency in the skills they have acquired while in the prison. Prisoners who qualify are given union labor ratings, and frequently a man will be released with a classification of journeyman in his chosen trade.

But if he is going to put this hard-won rating to good use, he needs more help—and here the parole officer steps into the picture—as does photography. About three months before his release, the man is photographed in dress shirt, necktie and coat. These shots are given to the parole officer, who makes them available to prospective employers.

A presentable picture of a man about to be freed, showing him in civilian rather than in prison clothes, goes a long way toward clearing away doubts that a prospective employer might have.

Address: Warden Harley O. Teets, San Quentin Prison, San Quentin, California.

Front view of San Quentin. Employees Lunch Room on left; Armory Tower, Inspectoscope, and Entrance Gate.

This liaison is a big step, for it is at this point that the man meets his first big test in readjustment to the free world. Enlightened city officials recognize this fact, and knowing that intelligent action can help turn a man toward rehabilitation and away from a return to crime, are cooperating with parole officers wherever possible to help the man pass this test.

Photography is, of course, an integral part of the records from the time a man is sentenced to prison until the records are destroyed. During the times when the paths of law enforcement officers at the local level and prison officials meet in their respective dealings with a felon, the products of photography are almost inevitably in attendance.

The record has its inception at the reception-guidance centers, of which there are now two—one at Chino, serving the eleven southern counties, and the other at San Quentin, where men from the forty-seven northern counties are processed. Here they are fingerprinted and the files searched, and they are classified as to which institution they shall be assigned to—Folsom (maximum security), San Quentin (close-medium security), or five other principal institutions including minimum security —or to allied camps.

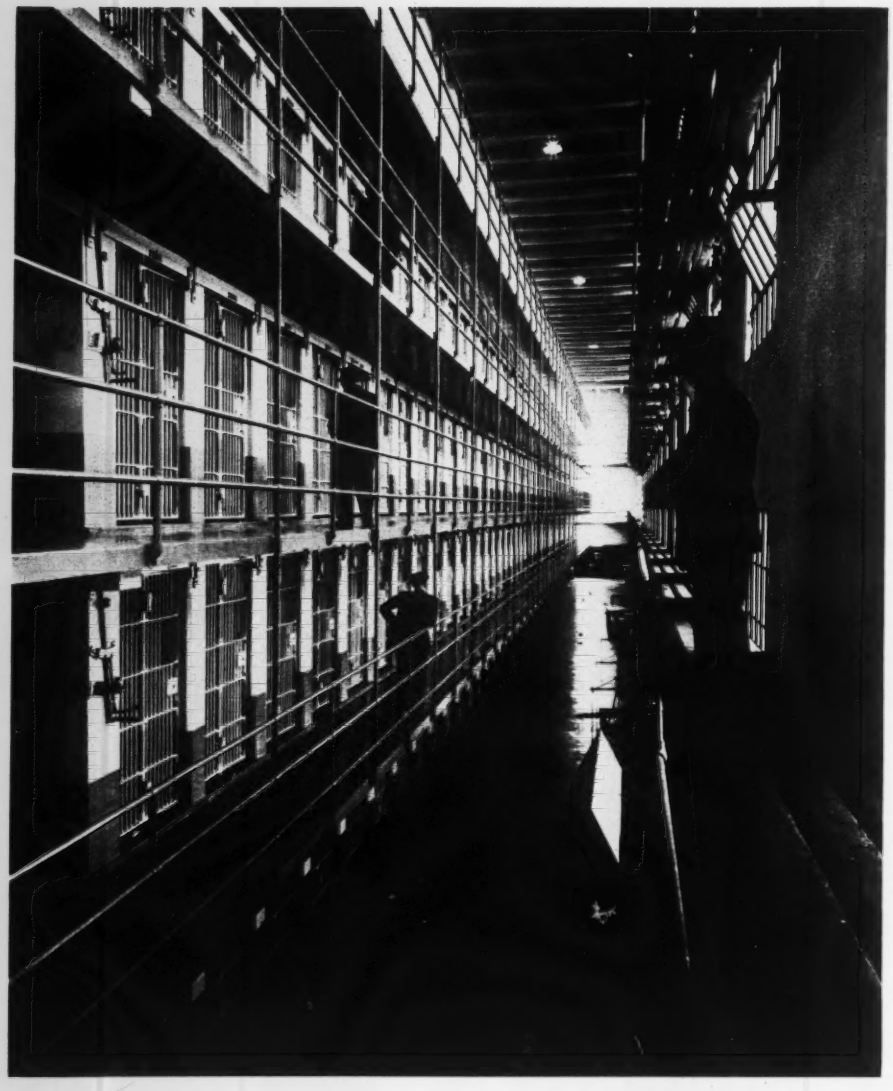
A number is issued to the man and the various elements of the record are put together. Photographically speaking, the record at this juncture consists of two negatives, one of which is for the permanent prison record, the other for the state's Criminal Identification and Investigation Bureau, and twenty-five front-view prints. Four of these go to the guidance center, one to the psychology department, one to the dental department, seven to the warden's inmate record cards, two to the captain's office for identification and privilege cards, and ten prints to the file for stock.

Next each county case number is entered in a case book. C. V. Brennan, identification officer, has developed a record system that is particularly effective in linking crime partners. The county case number is entered in such a way that the last two numbers become the page number in the case book, and the third number becomes the column number. The balance of the numbers are then entered on that page in a box opposite the number assigned by the California Department of Corrections.

Thus a county case number can be traced to the record book and instantly linked with an identical number to establish a crime partnership.

From this point on, a complete system of indexing and cross-indexing, with alias records, fingerprints, and identification cards, is carried out. As the system is now set up, positive identification can be established from fingerprints, county case number, prison number, or alias.

During a man's stay in prison, his photo files may be checked a number of times. The Adult Authority meets



"Count time" in East Cell Block at San Quentin Prison.

once a month at San Quentin to review the cases of a large number of men. The list of men to be examined in a current month is checked by the identification department to make sure every man's photo is of recent origin. Every record photo that is over five years old is then destroyed and replaced with a new pose.

Ordinarily, a five-year rotation will be frequent enough; however, occasionally an inmate undergoes extensive plastic surgery which may alter his whole appearance. This calls for a new set of photographs, and a new system of before-and-after identification to keep his identity positively established.

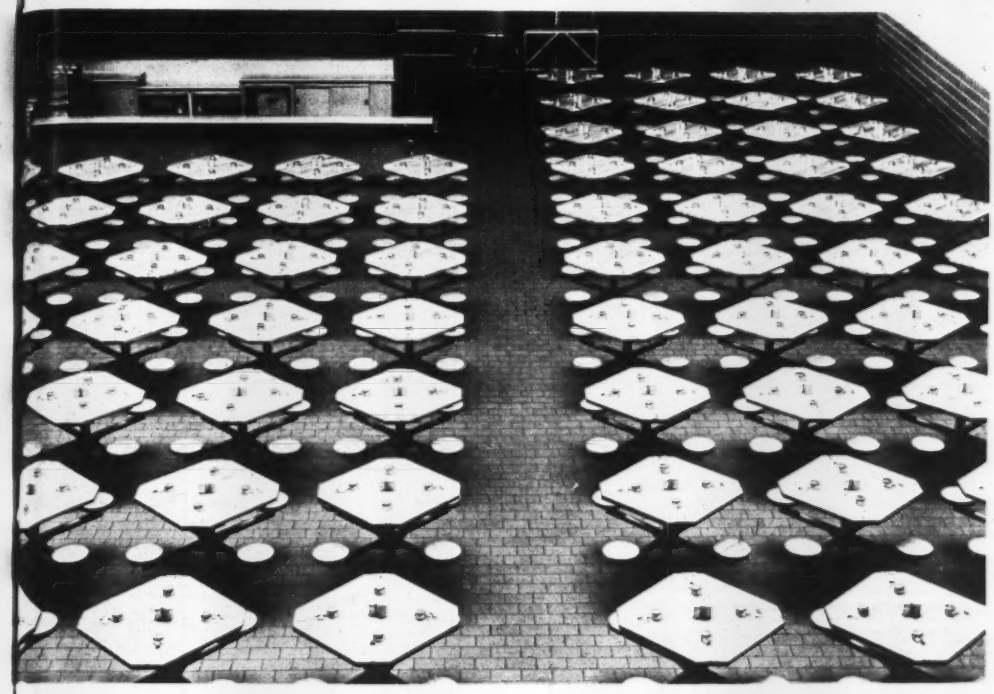
San Quentin, incidentally, has been able to accomplish a great deal in the way of rehabilitation by remodeling men's faces. One man had teeth that protruded so alarmingly that he could not even bite into an apple. The whole front of his mouth was reconstructed by the prison doctors. Another had been born without a nose. Plastic surgery gave him one.

It is gratifying to watch the drastic personality improvements wrought by such plastic surgery. But it is also a matter that requires the updating of records—particularly photographic records—to make sure the man's identity is not obscured.

He might also have trouble winning a release if his identity could not be positively established. On release day, one of the procedures followed is to compare a man's appearance in person with his photograph. Men have tried in the past to substitute for others who were on their way to freedom, but photography has been able to trip them up.

Once he is outside the prison walls, the inmate's photo remains as a means of establishing his past prison record if he should ever be found committing another crime. The identification department regularly receives PFD (photos, fingerprints, and description) requests from law officers who are prosecuting a felon. By authority of Section 969B of the state penal code, these three elements, together with a certificate of commitment, are sufficient evidence to prove a prior felony conviction.

Before an inmate is paroled, 20 photographs of him are given to the parole officer to help in establishing him



Inmate Dining Room at San Quentin Prison.

in a job. But they are also used for distribution to police departments in the county where he is to take up residence and to the state parole office.

For men being discharged, the negative and nine prints are sent to the California State Bureau of Criminal Identification and Investigation.

There are numerous other ways in which photography is now being used around the prison. We have found pictures a great aid in investigating accidents, fires, and incidents on the premises; in training officers, in public relations, and in teaching the prisoners themselves. These and other uses have been adopted with very little increase in cost by simply expanding the photographic activities of the identification department. Eastman Kodak Company helped us set up procedures and select equipment and train the inmates who run the laboratory. The cost of the equipment itself has been very low.

But the benefits reaped from it have been high—in record keeping, apprehension, and rehabilitation—in those ways, in other words, where the prison and local law enforcement officials have their greatest community of interest. ★★★

Vocational Training Program Auto Shop at San Quentin Prison.

Character Underwriters

By Marcel Frym, J.D.

EDITOR'S NOTE: *Dr. Frym is Director of Criminological Research of the Hacker Foundation for Psychiatric Research and Education, and Criminological Consultant of the Hacker Psychiatric Clinic, Beverly Hills, California. In addition to his other duties, he is a member of the faculty of the University of Southern California's School of Public Administration where he teaches "Criminal Psychology for Law Enforcement Officers" and "Correctional Psychology." He is a member of the Advisory Committee on Crime Prevention to the Attorney General of California, and President of* CHARACTER UNDERWRITERS.

Dr. Frym has been repeatedly retained as a Consultant to different Legislative committees on crime and correction and has offered numerous lectures, seminars and short courses in "Criminal Psychology" for law enforcement officers, prosecuting attorneys and the Judiciary, both within the framework of the educational program of the Hacker Foundation and as a visiting professor at a number of American Universities. He has written a number of articles in the field of crime and correction for publication in leading American and European law journals and other publications. In the following article, he presents the details concerning a new movement in the field of corrections which will prove of interest to readers of the Journal throughout the country.

WHEN asked to prepare a report on CHARACTER UNDERWRITERS for POLICE, I decided to make it in the form of a personalized case history. CHARACTER UNDERWRITERS marks the end of a long road in my life and the beginning of a new one for a non-profit organization dedicated to assisting people with criminal records in obtaining employment and, if necessary, bonding.

More than thirty-five years ago, I graduated as a Doctor of Jurisprudence from the Law School of the famous Austrian University of Graz, where the unforgettable Hans Gross—who is rightfully considered the father of modern criminology, and especially criminal psychology—had taught criminal law and started the first Criminological Institute.

I began my law-enforcement career as a criminal investigator and then served as a prosecuting attorney. At that time, I was quite convinced that human beings can be kept in line and deterred from the commission of crimes only by the threat of severe punishment. I thoroughly disliked psychiatrists, who often interfered with the prosecution of a case. Their technical language appeared to me as a pretentious smoke screen for the protection of guilty offenders, and I began to take a greater interest in the fields of psychiatry and psychology primarily, so I thought, in order to expose these "pseudo-sciences." In those days, Professor Freud's school of psychoanalysis was quite controversial—rejected and ridiculed by the majority of scientists. Psychoanalytic theories were considered as incompatible with the administration of criminal justice.

I began to read extensively in psychiatric literature, attended medico-legal classes and seminars, and finally decided to "try" a personal psychoanalysis—for study purposes, as I believed and claimed. Later, I realized that the true reason was obviously my concern about my own imbalanced state of mind, which I hated to admit.

In three years of psychoanalysis, I learned a lot about my self, and this helped me to understand other human beings. Delinquent actions now appeared to me as an expresssion of deep-rooted conflicts, and ways for their solution became visible. I no longer wanted to prosecute. I took up private practice as a member of the bar of Vienna, specializing in the defense of criminal cases with psychiatric implications. Later, I was elected an Executive Member of the Board of our Prisoners Aid Society.

I never actually left the side of law enforcement, because of a certain development that now seems to me more meaningful than I realized at that time. Soon, former fellow-officers, members of the district attorney's office, judges, etc., sought me out, because of my training and background, for counsel and advice—especially when their own personality problems became noticeable to them. I became a sort of father-confessor to them.

The more I listened to human beings in distress (on both sides of the morally and legally dividing fence), pouring out their most secret fears, which they had never dared to admit even to themselves, the more I became convinced that *fear* is the main cause of antisocial behavior of any type, as well as of many mental disturbances. Crime—i.e., any violation of existing rules—is an act of rebellion and mostly an attempt to reduce unbear-

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able tensions. To help a disturbed human being to obtain or regain self-confidence and self-respect is the best cure for delinquency and for many mental aberrations.

Through my medico-legal work, I also learned to what extent organic conditions may contribute to antisocial behavior and what advances medical science has made in treating successfully such organic impairments.[1] How little attention is still paid to organic causes for delinquency and to available methods of treatment!

During the last twelve years, I have been working on the staff of a reputable private psychiatric clinic, as a Criminological Consultant and Correctional Psychotherapist. I wish that all criminologists and correctional workers could avail themselves of a few years of similar clinical experience. This type of training was, as a matter of fact, recommended by Sutherland in his *Principles of Criminology*.

I also became familiarized with the important contributions of standardized psychological and psychometric tests for a better and deeper understanding of the tested personality and its motivations. I learned to respect the validity of the conclusions reached by a team of psychiatrists, clinical psychologists, psychiatric social workers, and criminologists, and their ability to predict, to a large extent, future human behavior and to determine promising methods of treatment.

How unrealistic are we in expecting to change a person's behavior patterns by mere punishment, relying exclusively on its deterring effect! I strongly believe in restrictive measures, but they must be individually devised and should never be destructive to the personality. Only by working on the good core of a human being's character and by giving him motivation for a change in his behavior patterns can we hope to protect society efficiently from crime.

[2] After many years of correctional work, I am quite convinced that human beings who have endangered the community by antisocial acts of some seriousness require *complete management*. This means that dynamically oriented psychotherapy, study and necessary adjustment of the home and family situation, and proper employment are all of decisive importance and must be actively dealt with by correctional workers. If I were asked which one of these three requirements I consider to be of paramount importance, I would unhesitatingly say "Employment." This may sound odd, since I have been engaged for many years in correctional psychotherapeutic work and it might be supposed that I would consider psychotherapy as the most essential part of the rehabilitative process. But I do not. I have come to realize that you can hardly expect to adjust the psychodynamics of a human being, even in daily interviews, if the person is left the rest of the time without proper occupation, without the means to *prove himself*—the most reassuring factor in the rehabilitation of offenders—and without adequate financial support. The role of psychotherapy in correctional work is, of course, essential. It might in many cases be the decisive *maintaining* and *supporting* element in employment, helping the offender to overcome difficulties growing out of his own maladjustment; but it cannot substitute for adequate and promising work. Therefore, our postulate must be "proper employment, *plus* individualized correctional psychotherapy and intensive, skilled case-work."

About five years ago, I was appointed Chairman of a special committee formed by Correctional Service Associates, Southern California Chapter, for the study of the problem of employment and bonding of people with criminal records. Ranking police officers, as well as probation and parole officers and executives of bonding companies participated in this study and in numerous extensive discussions of the subject—which has become one of the darkest chapters in the history of man's inhumanity toward man.

[3] Employers are traditionally, and to a certain extent

[1] See Marcel Frym: The Criminal Intent. *Texas Law Review*, February, 1953.

[2] Marcel Frym: Clinical and Practical Problems in the Rehabilitation of Offenders. Presented at Annual Meeting of American Association for the Advancement of Science, December, 1956.

[3] Marcel Frym: The Treatment of Recidivists. *Journal of Criminal Law, Criminology and Police Science*, Vol. 47, No. 1, May-June, 1956.

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understandably, reluctant to accept persons who have criminal records. Moreover, there is a fast-growing trend toward so-called *blanket bonding* of employees in industry and business alike, whereby an employer can, at a relatively low cost, take out an insurance policy protecting him against violation of trust (theft or embezzlement). In their application forms, bonding companies require information as to prior convictions or, in many instances, even as to mere arrests. At present, about 10½ million people in the United States are on record for offenses more serious than traffic violations;[4] and, under the prevailing system, most of them are not eligible for bonding. Although a great number of independent employers could accept people without bonds, they usually take advantage of the excuse that they personally would not mind employing the applicant but that they are unable to do so because of the bonding companies.

It has become apparent that many of those who are unable to obtain a better type of employment by legitimate means seek help through underworld contacts. This results unavoidably in their developing close and sometimes dangerously strong ties to organized crime, which exploits for illegal purposes those who have obtained this type of help. It has become clear that the developments described constitute a serious and daily growing danger. A great number of trained and qualified men and women are being rejected from adequate employment on the strength of their past records without any investigation of the cause and extent of their delinquency or their individual personality make-up, as related to *trustworthiness in employment*. That such rejection counteracts rehabilitation and actually thrusts those affected back into a state of antagonism toward society and the law, is self-evident.

Insurance companies in fields other than bonding—life insurance companies, for example—have used accepted scientific methods in order to calculate their risk in each individual case; each applicant for a life insurance policy, for instance, is required to undergo a thorough medical examination. Nothing of this kind, however, is being used in connection with employment and surety (fidelity) bonding—even though, during the past decades, the behavioral sciences have, as indicated above, made great strides in developing techniques for assessing individual behavioral factors; extensive psychologically and psychiatrically oriented studies of the life history and background of the individual offender are now being taken in enlightened correctional systems of several states (California, among them); psychological and psychometric tests, largely standardized, are being used; and various clinical methods for personality evaluation as well as prediction tables have been established.

Out of the deliberations of the special committee which I chaired, grew the plan for the formation of an independent non-profit organization, which was formed and incorporated under the laws of the State of California in March of 1956, called CHARACTER UNDERWRITERS. This organization is supposed to provide, upon application by individual past offenders, a clinical examination and scientific study of the personality and behavior patterns of the applicant, using, with his written permission, the files of courts, probation departments, schools, hospitals, etc. The evaluation and interpretation of the material will be made by experts in the field of human behavior—specifically, criminologists, psychiatrists, and psychologists. It will include individually structured recommendations as to the type of employment and necessary safeguards, etc. Under specific circumstances, a limitation as to the scope of the bond in question might be necessary; subsequent gradual modification of such limitations will be possible if the applicant will furnish good behavior records and good work records over a period of time.

CHARACTER UNDERWRITERS is still in an experimental state. A *pilot study* is being prepared, which includes:

1. Collecting and reviewing the existing extensive literature on predication tables and other techniques for predicting future behavior, as well as on classification of offenders, recidivism, and security criteria in employment.
2. Contacting and interviewing employers who have been

[4] Communication from the Federal Bureau of Prisons, Washington, D. C., 1953.

employing people with criminal records over a period of years, in order to obtain their experiences and the criteria which they may have developed for accepting or rejecting applicants with criminal records.

3. Studying the experiences of the armed services of the United States, during World War II and subsequently, in regard to men with criminal records who were accepted for military service.

4. Surveying and evaluating existing psychological and psychometric tests which can be used for diagnostic purposes in studies related to trustworthiness in employment of past offenders.

5. Experimental use of the polygraph (lie-detector) in order to verify information received from applicants regarding past history, etc.

Leading personalities in the field of law enforcement and correction in the State of California have taken an interest in CHARACTER UNDERWRITERS and are giving their full support and serving on its Advisory Board—among them, the Attorney General of California, Edmund G. Brown; the Director of the Department of Corrections of California, Richard A. McGee; the Chairman of the Adult Authority of California, Ervis W. Lester; the Chairman of the Board of Trustees of the State Institution for Women of California, Helen Legg; and the Chief of the Division of Adult Paroles of California, Walter T. Stone. Many civic leaders of the State of California are also assisting CHARACTER UNDERWRITERS and serving on its Advisory Board.

The conclusion of a diagnositc study by CHARACTER UNDERWRITERS will not mean the end of its activities for the individual applicant. If continued help and specific methods of treatment are considered necessary by CHARACTER UNDERWRITERS, it will be offered at low, non-profit costs by facilities to be maintained by CHARACTER UNDERWRITERS and payable out of earned salaries or wages. Another important function of CHARACTER UNDERWRITERS will be to furnish parolees and probationers with verified lists of employers who are prepared to employ people with criminal records and to accept recommendations from CHARACTER UNDERWRITERS.

In the future, this organization is expected to be self-supporting, since the costs of the above-described extensive study and evaluation, requested by a person with a criminal record, will be *only advanced* by CHARACTER UNDERWRITERS, and will be repayable in small installments out of the income earned on the job which CHARACTER UNDERWRITERS helped procure through its opinion and recommendation. If plans materialize and work out according to expectations, CHARACTER UNDERWRITERS will be identified by employers and bonding companies as a scientifically sound, independent, and highly responsible private agency, serving both the protection of the community from crime, as well as the individual employer and bonding company and, last but not least, the past offender who wants again to be a useful member of society.

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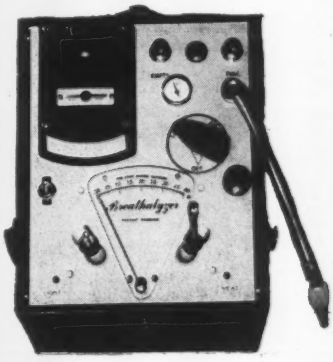

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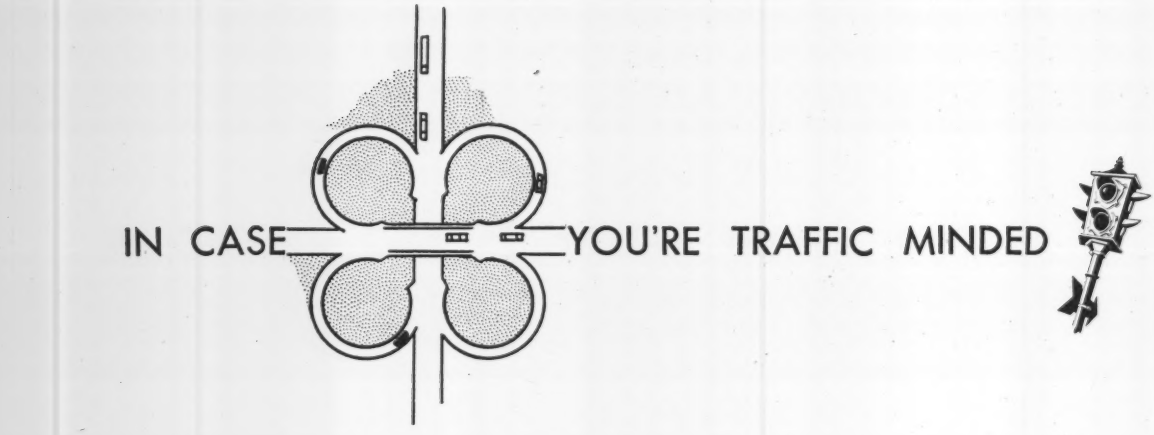

Psychological Factors in Highway Traffic and Traffic Control

(PART II)
SELECTION AND TRAINING OF DRIVERS

By A. R. Lauer

EDITOR'S NOTE: *This is the second in a series of two articles under the general title,* Psychological Factors in Highway Traffic and Traffic Control, *by Dr. Lauer, who is Director of the Driving Research Laboratory at Iowa State College. A detailed statement concerning the work and contributions of this Laboratory accompanies the first installment which appeared in the November-December issue of* POLICE.

IN 1940, the National Education Association published their Yearbook covering many phases of driver education. The committee reporting changed the name from driver training to driver education. The implications were that driver education is broader in nature and emphasizes attitudes, knowledge of safe driving and similar aspects rather than merely preparing the learner for his state driver's examination.

Address: Professor Alvah R. Lauer, Director, Driving Research Laboratory, Industrial Science Research Institute, Iowa State College, Ames, Iowa.

The Nature of Driver Education

Driver education has been greatly influenced by the methods developed by Amos E. Neyhart of Pennsylvania State College. His method is very practical and has been widely successful and highly popularized. The fact of its workableness and popularity, however, does not necessarily argue for highest efficiency. Some educators have considered the costs per pupil as high. The procedure in general is to start the driver just before the age or period at which he may wish to secure a driver's license. This seems to be the logical time to train a driver. Four students are taken as a group in a car and with varying amounts of classroom instruction are carried through at least fifteen or thirty hours of behind-the-wheel practice. Schools usually give the recommended one-semester course for credit. This requires around fifty clock-hours for all types of instruction.

Other schools such as Lane Technical High School in Chicago use "dummy" driving mechanisms in a large classroom or laboratory where the students react to lights mounted on a panel for learning mechanisms and proper movements for operating the controls. Starts and stops are made and the lights indicate wrong movements or maneuvers. At a later stage motion pictures of driving situations are shown which the students are to follow. Finally practice is given in actual driving. In some schools the instruction is limited to classroom work. In Detroit each student is put in a car by himself as early as possible, with an instructor observing from a vantage point on the field. The relative merits of these various methods have not been thoroughly investigated.

In general driver training consists of three phases: (1) practice behind-the-wheel; (2) reading and class discussion on certain phases of safe driving, and (3) evaluation of

performance by means of various objective and subjective testing techniques.

How Driver Training Can Be Improved

First and foremost is the matter of properly trained instructors which has not been emphasized sufficiently. In an attempt to get the driver education movement started in the schools, the American Automobile Association and others have offered forty-hour training courses for driving instructors. This has resulted in the development of a sufficient corps of teachers to take care of the demand in most instances. A successful driving instructor needs such traits as: enthusiasm, mechanical knowledge, and a desire to produce results. In some instances instructors are recruited from among poorly prepared teachers. A young man was sent in to take the course at our school who did not have a driver's license. He was expected to learn enough to get his driver's license in a two-week training period. In addition he was to learn enough to teach the youngsters whom he would have in his classes, some of whom may have driven, perhaps illegally, but enough to be quite proficient at the wheel. His lack of enthusiasm and poor personality handicapped him further. He was not accepted.

Some Liaison Needed Between Schools And Law Enforcement Groups

For several reasons this is highly desirable and necessary. One is the need for good public relations and mutual understanding of objectives. The problem of safe driving is one of teaching, and whether law enforcement personnel or teachers are involved, close cooperation between the groups is highly essential and mutually beneficial. The teacher must know the problems of the law enforcement officer in order to be able to do an effective job in teaching. The law enforcement officer, on the other hand, must keep in touch with teaching methods and be sympathetic toward driver training. Teachers should emphasize that the law enforcement officer is placed on the highway to assist the driver and to protect the public at large against poor driving habits and irresponsible persons who may not be qualified to drive. The driver-education instructor must appreciate the problems of the traffic engineer and the law enforcement officer in order to teach the essentials of good driving. It might even be a good plan to have every teacher of driving serve for three months or so on the highway patrol as a special project for which he might receive credit.

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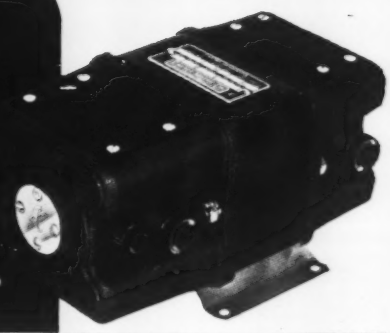

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The Value of the Driver's Examination

The examination for a driver's license may be considered from several points of view. In some states the reasons cited for a driver's license are not in agreement with the fundamental purposes of the examination. It should be given solely to help make the driver safer and to increase the safety of the driving public. In some cases, however, the licensing authorities have been sidetracked by the following narrow, short-range objectives: (1) to obtain a complete registry of all drivers; (2) to conform with practices in other states; (3) to make identification of the drivers easier upon arrest, and (4) to raise revenue.

Although the first three reasons are legitimate and need not be questioned, they are secondary and would result from any adequate licensing plan. The fourth reason, however, is entirely unjustified and should be legislated out of existence, especially when the money received does not benefit the driver directly and is not used for purposes of developing a driver-improvement program.

From a psychological point of view the driver's license helps to place responsibility for safe driving upon the driver himself. He is responsible to the state and to the public for safe manipulation of a motor vehicle. Unless a driver's license accomplishes this, its use for other purposes is hardly justified.

In order to be most effective in placing responsibility for safe operation of a motor vehicle there should be different grades of licensing.

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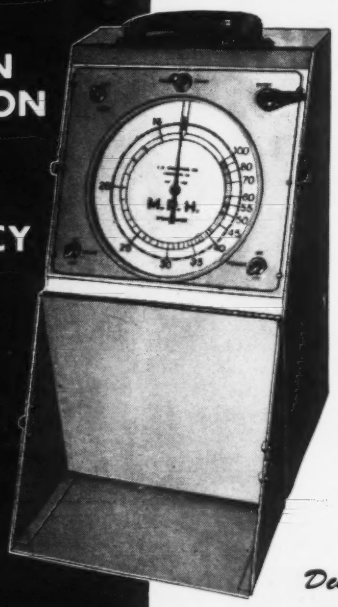

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Thus, a young driver should have some form of probational or junior license for a certain time during his learning period. His privileges would be restricted in certain instances, especially if he becomes involved in an accident or some type of violation. A driver does seem to pass through various stages, such as, apprentice, journeyman, and finally master driver. It is doubtful whether the driver's license will accomplish its best results until every state has some form of graded licensing system which will help tighten the responsibility placed upon the driver.

APPLICATIONS OF PSYCHOLOGY TO ENFORCEMENT EFFICIENCY

ANY DISCIPLINARY or enforcement policy must be predicated on a fairly sound psychological basis if it is to be effective. To set down specific rules to follow is very difficult as condition vary from situation to situation. We can only sketch some of the general principles or approaches which may be used to influence the behavior of persons so that a minimum of actual force will be necessary to accomplish the results desired. In any psychological approach one of the fundamental principles is that of using novelty and change in the technique. It is necessary to chance constantly the approach in enforcement or the public becomes wary and the method ineffective. Drivers tend to ignore and even try to outguess enforcement agencies.

Results Obtained Through Publicity

By publicity we mean informing the public of the conditions that exist and of certain types of activities that are being carried out to increase safety and accident prevention. Publicity may be secured through talks to civic groups, service clubs, schools, etc. It can be a part of the programs of safety councils, junior chambers of commerce, schools, churches, and the like. Such devices as posters, stickers on cars, accident bulletins and news releases are typical. Radio and television offer excellent facilities for publicity in the way of bringing highway hazards and enforcement objectives to the individual driver. Iowa has recently adopted the policy of displaying on each patrol car the number of persons killed to date. This one factor may be a valuable aspect of publicity.

Strategy as a Psychological Aspect of Enforcement

"Spot enforcement" and other types of strategy have been used to help increase public safety and to make enforcement more effective. Some states have used white vehicles so that the patrol car may be noticed more readily, assuming that the patrol is kept moving about the highway. This, of course, has another side since in some instances drivers may spot the patrol car easier and perhaps try to play "cat and mouse" with the enforcement group. Which is most effective has not be studied experimentally to the writer's knowledge and perhaps some controlled

research would be enlightening. It would seem, therefore, that patrol cars should be of two types—marked and unmarked.

The form of strategy known as "spot enforcement" is purely of psychological nature. The patrol concentrates on certain areas and does a rather thorough job, then jumps to some other location, presumably where accidents have been most frequent. The public is uncertain as to where the law will strike next. It should be the function of the accident statistics division of the driver's licensing bureau to locate areas of the state which are having the most accidents at a given period. The patrol can then take these data and lay out their plan of attack to reduce accidents.

Some states use another type of strategy. They do not paint their patrol cars an unusual color, but have only a modest identification or seal on the doors. Then when a football game or other event resulting in a concentration of traffic is anticipated the highway patrol delegates a number of its patrolmen to drive through traffic and mingle with it, or to park at the side of the road so that their patrol cars can be noticed by every passing motorist. Since the patrol cars are in evidence, motorists are more alert to the possibilities of arrest, should they violate traffic regulations or ordinances, and hence they refrain from doing so. Other illustrations of strategy could be given, but these are sufficient to emphasize the need for strategy.

Securing Enforcement Through Good Will

Perhaps no other factor in enforcement is more effective than that of public good will toward the enforcement agencies. And probably no other approach requires the application of psychology more than that of securing such good will. In England it is said that the police have the respect of the public to the extent that when a policeman is taken advantage of by a gang, the public pitches in to help the officer. Unfortunately, in America we can hardly say that this is true. It may even be said, somewhat facetiously, that the public is more likely to take the part of the culprit rather than that of the police. This may stem from undesirable police methods used in the past. Present-day highway patrols are trained in another type of school, and represent a different type of law enforcement. Needless to say, methods have changed. However, without proper respect of the public it is very difficult to secure enforcement.

COMMON MISCONCEPTIONS REGARDING FACTORS OF SAFETY

THE TRAFFIC officer and safety engineer must constantly be on guard against pseudo-remedies and panaceas for accident control. Anyone having followed the field of safety for a period of time is aware of numerous cranks who have developed "cracked" notions, "fads" and gadgets guaranteed to eliminate accidents. One of the prime indicators of an amateur in safety is emphasis on a single remedy.

Regarding Vision

It is very difficult to show a high correlation between poor vision and accidents as a whole. Perhaps if every accident were traced down, and its precise cause determined along with other existing facts and circumstances, a much higher relationship would be found. What is not generally considered is the fact that the person who has some defect is very likely to compensate for this defect and thus offset the additional hazard. At one time it was thought that a large number of accidents were due to color blindness. This idea has been thoroughly studied and found not true.

A common fallacy of the present day is that the driver's eyes must be fixed on the pavement at all times for safety. Perhaps nothing is farther from the truth. Obviously a person who is leisurely driving and turning his head to examine the landscape without reference to where he is going, is a hazard. It appears from certain observations which have been

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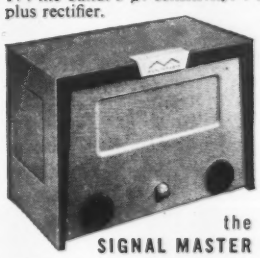

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made that keeping the eyes fixed in a given position will tend to induce fatigue and drowsiness. When one is reading he becomes drowsy unless occasionally he looks off into the distance to rest his eyes. In driving the same is true. It is necessary that a driver look off to the side to some extent and at periodic intervals. From studies conducted in the Iowa State College Driving Research Laboratory, it appears that anything happening within an angle of zero to 30 degrees to each side has little affect when it is of a casual nature. Beyond this range there is practically no effect. If some very unusual occurrence such as a burning house, an automobile rolling down an embankment, or some other unusual condition exists, perhaps this does tend to distract the driver and result in a hazard. However, any ordinary kind of stimulus object which is not moving, and is not likely to interfere with or run across the path of the driver, seems to aid in keeping him awake and at a higher level of efficiency, thus increasing safety.

Another aspect of the problem is that if one's eyes are fixed on the road he will not notice what is going on around him. He may not notice traffic coming from the right or from the left, nor be aware of other hazards which may move across his path. Therefore, it is safe to say that the eyes must be roving and constantly searching for stimuli which will need be evaluated in terms of safety. To restrict normal stimulation in the field of vision, or movement of the eyes, is to impose extra hazards.

The common theory of highway designers now is that all types of interference, visual and otherwise, should be reduced to the minimum on superhighways. This has been carried out to such an extent that it is defeating its own purpose. All are agreed that right angle traffic should be eliminated on superhighways. Certainly this is an excellent principle to follow and has accomplished much to reduce accident hazards. However, the idea that the driver is perfectly safe and in no danger whatever, by virtue of eliminating cross traffic, is far from the truth. He lulls himself to sleep with a false sense of security and therefore frequently gets into trouble. It would appear that some type of exciting stimulation should be introduced along the highway periodically in order that the driver may be kept at his highest level of efficiency.

Noise and Other Types of Sensory Stimulation and Highway Safety

The place of noise in the safe operation of a motor vehicle has been widely discussed and various theories proposed. An outstanding authority in the field of safety was at one time very much opposed to car radios. There is no valid evidence, however, that a radio, per se, has ever influenced a driver so as to cause an accident. Of course, it would not be correct to say that it has never happened since many accidents do occur without a known reason. It is conceivable that under certain conditions a radio does interfere. On the other hand, it may provide the necessary stimulation that is lacking in the environment through the visual sense.

There is a question as to whether the absence of noise, as such, has any deleterious effect upon driving. It has been reported that increased quietness of commercial vehicles has been associated with an increase in accidents. No studies, however, are available that show the effects of smooth pavements and quiet running cars on the efficiency of driving. In general there may be a positive correlation between quietness of operation and accidents, but no one knows to what extent such relationship, if any, holds.

Highway Hypnosis

This subject has received considerable attention recently in various newspapers, periodicals and magazines. Again there is little experimental evidence to support the distraction theory. Some studies from the Iowa State College Laboratory indicate that superimposing stimuli upon a normal driving situation, up to a certain point, tends to stimulate performance, at least no loss in efficiency was noted. In other words, driving efficiency may be increased by introducing certain auxiliary stimuli into the situation.

The term "highway hypnosis" is probably somewhat overworked as a cause of accidents. One should more correctly speak of lowered attention due to the lack of adequate stimulation. However, there is a possibility that fixation of the eyes on the pavement or a tail-light may produce a drowsy condition which does result in the driver momentarily

falling asleep. Every driver, especially in his younger days, has experienced this phenomenon. Whether it is hypnosis, lowered attention, drowsiness, or something else, the results are the same, namely, an increased number of accidents on the highway due to insufficient stimulation of the driver.

Psychological Versus Legal Responsibility

Only a few decades ago the insane were whipped for the purpose of driving evil spirits from them on the theory that they were fully responsible for their acts and that sufficient punishment would restore proper behavior. This theory is no longer held. In fact, we have even begun to recognize a criminal as not entirely responsible for his acts.

In a similar way, we are beginning to recognize that passing through stop-signs or stop-lights is not entirely a deliberate act. In one test situation during the Ford Good-Driver League finals in 1940 and 1941, it was found that approximately 90 per cent of the contestants, when put in a test situation involving a stop-light, missed the signal, even though a $5,000 scholarship was at stake. Since they were instructed to observe all signals, there is no reason to believe that they deliberately missed the lights. It is probably safe to say that a large percentage of other violations are unintentional and not willful. They happen because of poor training, bad habits, lack of understanding of traffic situations and of traffic signals themselves.

Recently, when driving in New York City, the writer was faced with the choice, as he was moving up along the West-Side Drive, of going through the Holland Tunnel, the Lincoln Tunnel, or of moving on up further to the George Washington Bridge. The two tunnels were very clearly marked, but directions to the bridge were confusing. Therefore due to inadequate route markings, the driver hesitated, slowed traffic and without a doubt riled some of the drivers behind him. Although the driver's response was somewhat inadequate in that situation, there was nothing intentional about it. Therefore it is a question whether one should be held responsible for acts that are involuntary.

These few instances help to explain to some extent what is meant by psychological responsibility as contrasted with legal responsibility. Quite obviously it is the latter that is most frequently recognized and accepted by law enforcement agencies. When psychological responsibility, however, becomes better accepted and we are able to differentiate it from legal responsibility, law enforcement practices will without a doubt change considerably.

FUTURE OF PSYCHOLOGY IN TRAFFIC ENGINEERING

PSYCHOLOGY is just beginning to be considered an important factor in traffic engineering. Cobb has approached the problem from the standpoint of the driver. Forbes has done research on the effects of location of "right-turn" signs, types of letters, etc. More recently radar speed detectors have been used widely, partly for psychological effect. Following a very effective publicity drive, a radar meter used in Des Moines greatly reduced the speed on city streets. The public is fully alerted to the fact that many new instruments are available and are being used. Signs indicating that a street or road is patrolled by radar speed detection methods puts the public on guard. Knowing that the equipment cannot always be observed, they become cautious and speed is slowed down enormously. In one instance on the New Jersey Turnpike a speed detector hidden from view even slowed traffic coming from the opposite direction, which is rather remarkable.

Use of Basic Principles of Psychology

The application of psychology is best effected when certain basic principles are understood and recognized. Certain simple principles must be kept in mind by the traffic engineer at all times. One of these is that an observer cannot perceive all the things presented in the range of vision. This has been known for decades through tachistoscopic and other studies in the field of psychology. The sooner traffic engineers recognize this fact the better road marking will be.

Another principle that must be recognized is that of the necessity for optimal stimulation. Stimuli must not be presented too rapidly nor too slowly. Neither must it be too sparse, or too concentrated. A certain in-between rate is most suitable for the average person. The principle is almost universal in its application and relates to quantity and quality, as well as to the rate of stimulus presentation.

A third principle that must be recognized is that of individual differences. Not all drivers can drive at sixty miles an hour with safety. Although some may drive fifty miles an hour with safety, at twenty miles an hour they may become unsafe drivers. It is equally true that many who drive fifteen or twenty miles an hour safely are unsafe at fifty. The principle of *individual differences in*

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abilities must be recognized and practiced in traffic direction and enforcement.

The Training of Traffic Control Personnel

The effective implementation of any program must be done through properly trained personnel. It would be unfair to expect every traffic enforcement officer to be a college graduate or to have had courses in psychology. It is, however, well within the realm of feasibility to give every traffic officer a short course in the principles of psychology and their application. It is our thought that within the next few years much more of this type of training will be given.

SUMMARY AND RECOMMENDATIONS

IN THIS chapter we have tried to summarize some of the salient features of the psychological approach to traffic engineering. The matter of public relations has been presented as an important phase of traffic control. Certain psychological hazards also have been cited which are associated with the age, the mental state, the judgment and intelligence of the driver, to show how they may be related to accident susceptability. Psychological hazards that stem from defective road markings and improper training of drivers were also considered, and other miscellaneous mental hazards were pointed out.

Driver education was discussed only to the extent that its function is misunderstood by some persons. Suggestions were given, however, as to how it can be improved through cooperation between the schools and law enforcement groups.

Enforcement practices were considered and it was shown that publicity can be of great help in enforcement. Considerable emphasis was given to strategy, good will, and public relations since all enforcement must be based on a willingness of those policed to follow the dictates of those doing the enforcing.

Certain faulty theories of highway and safety engineering were pointed out, such as those relating to methods of placing signs and other stimuli along the roadsides. It has been assumed that the removal of all stimulating objects from the right-of-way, including cross traffic and pedestrian travel, will reduce accidents to zero or to very near the minimum. This is not entirely true of superhighways. It must be remembered that the roadway is not usually the cause of the accident.

Perhaps some time in the future every driver will be required to secure a special permit, record of safe performance of proficiency certificate, in addition to his license before he will be allowed to enter the superhighway's toll gates. A point system of merit rating might well be used more widely in various states. Then before a driver would be allowed to enter a superhighway he would be required to show his driver's license showing his point rating. Although some drivers would object

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to this, others would be willing to cooperate. Some graduation of licensing is needed.

Finally, psychological principles need to be applied in the field of traffic engineering. Traffic personnel trained in such principles have demonstrated that they do a superior job. However, much more needs to be learned about the psychological aspects of traffic engineering before spectacular advances can be made in this area.

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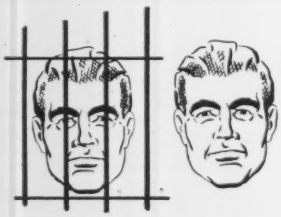
POLYGRAPH and INTERROGATION

Edited by ROBERT D. STEEL



Polygraph Clears Victim of Mistaken Identity

By M. W. "Doc" Myatt

EDITOR'S NOTE: *M. W. "Doc" Myatt, Polygraph Examiner, State of Oklahoma Bureau of Criminal Investigation, to whom we are indebted for this interesting contribution, is experiencing a unique career which the reader should find equally interesting. "Doc" Myatt was born in Oklahoma in 1897. His attendance at Oklahoma A. & M. College was interrupted by WWI. Subsequent to 1934, he enrolled in the Palmer School of Chiropractic, Davenport, Iowa; and upon graduation, followed by a period of internship, returned to Oklahoma, where he practiced in Blackwell until 1942; (hence he is now affectionately known as "Doc"). "Doc" Myatt became associated with the Blackwell, Oklahoma Police Department and in 1944 became Chief of Police. In 1945, he attended the F.B.I. National Academy, Washington, D.C. and continued as Chief of Police of Blackwell until 1946, when he joined the Ponca City Police Department. In 1951, "Doc" Myatt was appointed Chief of Police at Pawhuska, Oklahoma, from which position he resigned in 1952 in order to become associated with the Oklahoma Bureau of Investigation, under Director O. K. Bivins. Director Bivins sent "Doc" Myatt to Keeler Polygraph Institute in Chicago on January 1, 1954 and since March 1954, he has been the Polygraph Examiner for this Oklahoma Bureau. Director Bivins and "Doc" Myatt are members of the Academy for Scientific Interrogation.*

Address: Mr. M. W. "Doc" Myatt, Polygraph Examiner, State Bureau of Criminal Investigation, Oklahoma City, Oklahoma.

AFTER a suspect has been identified to the satisfaction of the investigator, interrogation may fail to bring forth the needed admission or confession of guilt. The suspect may continue to declare his innocence, and truthfully so, even in the face of overwhelming circumstantial evidence. Such was the case of Albert C. "Buddy" Crawford, of Dallas, Texas.

O. K. Bivins, Director of the Bureau of Investigation for the State of Oklahoma, was informed on March 24, 1954 that numerous certified cashier's checks had been passed throughout the State, all of which were forgeries. All checks were drawn on The First National Bank of Ardmore, Oklahoma in the name of "Roy L. Compton," signed by "Leonard Jones" and endorsed "Roy L. Compton, 1412 S. Pecan, Paris, Texas." Amounts ranged from $225.00 to $325.00, totalling $5,445.00.

Mr. Bivins received an anonymous phone call from Dallas, naming "Buddy" Crawford as the person responsible for these forgeries. A photograph of Crawford was obtained and shown to all the victims, most of whom positively identified Crawford. Crawford was then apprehended and taken to the various banks where he was again identified.

Crawford contended that he was not guilty, in the face of all this, and after much questioning requested that he be given a polygraph (lie-detector) test. M. W. "Doc" Myatt, Polygraph Examiner for the Oklahoma State Bureau of Investigation, conducted the examination. The polygrams obtained from the series of tests contained no deception criteria, and it was the opinion of the examiner that Crawford had no guilty knowledge of these forgeries.

Handwriting analysis substantiated the findings of the polygraph examiner. However, many of the bankers were so sure that Crawford was guilty that charges of forgery were filed against him. Bureau agents and other officers were now faced with two problems: (1) to find the right person and (2) to prove Crawford innocent.

Many hours of effort were expended searching for a man answering Crawford's description and who was known to be a forger. Ef-

O. K. Bivins, Director, Oklahoma Bureau of Criminal Investigation, studies polygram (chart) as M. W. "Doc" Myatt, Polygraph Examiner, questions Miss Vada Haynes, posing as subject.

forts of the officers paid off when they came up with the name of Lewis Howard Montgomery, known to have been associated with a forgery ring operating in Florida.

A photograph of Montgomery, which closely resembled that of Crawford, was shown to all the forgery victims. They identified Montgomery as resembling the man who had cashed the forged checks; however, some were so convinced that Crawford was the right man that they accused investigators of trying to cover up by bringing Montgomery into the picture.

A pickup order was placed for Lewis Howard Montgomery. May 2, 1955, Agent Steele Westbrook, armed with a warrant issued in Cleveland County, Oklahoma, and assisted by Ft. Worth officers, arrested Howard, charging him with forgery. Howard denied all knowledge of the checks and refused extradition. Extradition proceedings were instituted on May 7, 1955, setting into motion the legal steps to move Howard to Norman, Oklahoma, for hearing.

On September 27, 1956, Howard plead guilty to the several charges of forgery, admitting to having obtained $5,655.00 in forged checks from 22 Oklahoma banks.

Use of the polygraph was a major factor in contributing to the successful conclusion of this case and the saving of an innocent man from injustice. One can more nearly appreciate the quandary of the sincere well meaning, but mistaken, victims by studying the photos of Crawford and Howard and comparing their physical descriptions. ★★★

Lewis Montgomery Howard, alias Lewis Howard Montgomery. Age: 29 (born 5/12/26). Height: 6′ ¾″. Weight: 191 lbs. Eyes: brown. Hair: black. Complexion: dark.

Albert Claude "Buddy" Crawford. Age: 32. Height: 6′ ¼″. Wt.: 200 lbs. Eyes: brown. Hair: black. Complexion: dark.

The Certification Program of the Academy for Scientific Interrogation

EDITOR'S NOTE: *This is the last in a series of four articles on the Certifications Program of the A.S.I. prepared by Albert L. Breitzmann, Secretary of the Certifications Committee.*

Examinations

PART I consists of a written screening examination which is completed by the candidate immediately following acceptance of the candidate for examination by the Certifications Committee. Candidates who successfully complete the Part I examination automatically become eligible to take the Part II examination.

Part II written examination consists of essay type answers to questions and is taken in the candidate's home city and he may use reference material.

All applicants for Part II examinations will be required to obtain a passing grade in both the written examination and the review of case reports before becoming eligible for the oral and practical examination (Part III).

The passing grade for written examinations and case reports is 75%. A candidate whose grade falls below 75% in any examination is conditioned.

Re-examination for removal of conditions in Part I or Part II may be taken after one year but within three years after the first failure, without payment of an additional fee.

Re-examination for removal of conditions in Part II will be confined to the portion of the examination written or case reports in which the condition is incurred.

Candidates who successfully complete the Part II examination proceed automatically to the Part III examination held later in the year.

PART I

This examination is a screening type written examination.

PART II

Examination consists of:

1. A comprehensive written examination, including questions on lie detection and related basic sciences and procedures.
2. The filing of twenty-five (25) case reports, in condensed form. The cases should demonstrate the different types of testing. These must be cases for which the candidate was personally responsible.

PART III

The oral and practical examinations given all candidates are conducted by the entire Committee and the Associate Examiners near the time and place for the annual meeting of the A.S.I.

Examination consists of:

1. Oral examinations before two to four committee members. An endeavor is made to adapt the details of the oral examination to each candidate's experience and practice. The examination is particularly directed to ascertain the candidate's familiarity with the related basic sciences, interrogation techniques, the breadth of actual experience, and the general qualifications of the candidate as a specialist in lie detection.
2. Practical examination is conducted so that the candidate may demonstrate the operation of an instrument of an approved type, and to render opinions on and discussion of sample charts.
3. The candidate is the subject of a polygraph examination.

Examiners report orally upon each candidate to the assembled Committee, after which the results of their investigations are considered jointly by the entire Committee and Associate Examiners. After a general consideration of the details of the candidate's oral and practical examinations, including a review of the capabilities and general adaptability of the candidate, the candidate is either passed or failed by the entire Committee.

The final action of the Committee is based upon the candidate's ethical and professional record, training and attainments, as well as on the results of his formal examination.

No conditions are given in Part III examinations. When a candidate fails in Part III of the examination, he is not required to repeat Part I or Part II, but to take re-examination in Part III only. One re-examination may be taken within three years of the original examination or first failure without re-application or payment of an additional fee.

After the three-year period, candidates may re-apply and pay the application and examination fees, on satisfactory evidence of adequate additional preparation and ability to satisfy all requirements of the Committee. A minimum of one year must elapse between examinations. The Committee may, at its discretion, deny the candidate the privilege of re-examination.

CASE REPORTS

The submission of twenty-five case reports constitutes a portion of the Part II examinations for certification.

These case reports are to be submitted together with the completed Part II written examination.

Case reports should include a variety of material rather than cases of one type. No more than five reports may be concerned with routine screenings.

Case reports must be of cases examined within four years immediately prior to the date of candidate's application for examination.

Cases examined while under preceptor training shall not be more than twelve.

The cases must be reported in sufficient detail for the Examiners to be able to evaluate the judgment of the candidate in the candidate's choice of procedure. It is not expected that actual case charts be submitted.

The reports shall be prepared as follows:

Index Sheets

As a candidate may have been employed by more than one person or agency to conduct polygraph examinations, separate index sheets shall be prepared for each employing person or agency. For example: A candidate was employed by a municipal police department, a private detective agency; and now conducts his own laboratory. Should the candidate submit case reports which were conducted while in the police department, while in the detective agency, and in his own business; three index sheets would then be required. Each index sheet shall list the following:

Candidate's name.

Name and address of agency employing candidate at time cases listed on sheet were examined.

The date the examination conducted.

The case number assigned by the employing agency.

The initials of the subject examined.

The sequence numbers of the cases. (Sequence numbers are the numbers from 1 to 25 which the candidate assigns to the cases being reported to meet certification requirements.)

Heading will be the sequence number, and the candidates identification number as assigned by the Secretary of the Certifications Committee:

Example:

Case report number ——— Candidate number ———.

Below the heading a brief summary of the reason for the conduct of the test will be given:

Example:

The subject, an employee of the ABC Oil Co. reported that two armed, masked, white males robbed him of $500.00 of the company's money at the filling station he was attending at the corner of X and Y streets, at 8:30 P.M., February 24, 1953. The men appeared in the station while he was changing a tire, and drove away in a black 1952 Chevrolet 2-door sedan, license number not obtained as license was covered with rag. There was no one else present in the station at the time.

Following the summary, lists of the questions asked are given. This includes all questions, irrelevant, control, relevant, and guilt complex. Following the question lists a summary of the interpretation of the charts is given. This would include remarks as to specific reactions in various curves and graphs.

Next a summary of any interrogation.

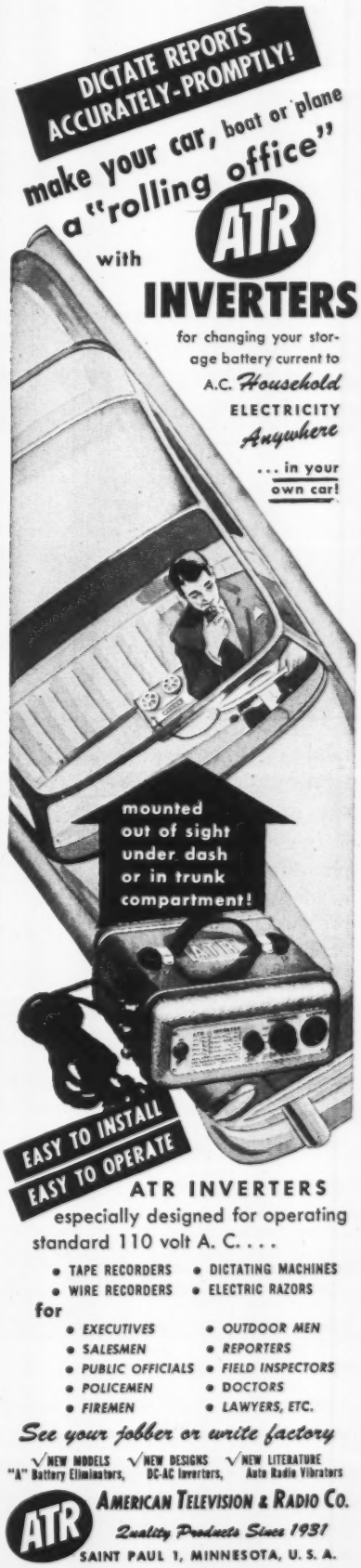
Then a summary of events confirming or refuting the examiner's opinion concerning the subject.

Last, a critical summary of the case which includes:

A. An account of the examiner's personal observation of the subject.
B. The basis of the examiner's opinion in summary.
C. The reasons the examination was conducted in the manner it was, i.e. why types of tests employed were chosen in preference to other types.
D. Critical conclusions to be drawn from the outcome of the case. In other words, with the benefit of hindsight is there anything you would do differently if you were examining the case for the first time with your present knowledge.

Case reports are to be typed on standard size paper, 8½ x 11 inches, typed upon one side of the paper only.

The reports are to be assembled into individual cases, and are not to be bound with any form of binding, except that lightweight paper folders or covers may be used.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APPLICATIONS AND FEES

Applications may be made on a special form which will be furnished by the Secretary of the Committee, and must be forwarded with other required credentials, completed fingerprint cards, passport size photographs, and the application fee to the Secretary.

Application Fee $15.00

Make checks payable to "Secretary, Certifications Committee," A.S.I. This fee is not returnable. Applications will not be considered for classification and action by the Certifications Committee unless accompanied by application fee.

Upon action by the Certifications Committee recommending approval of applicant for examination, a screening examination (Part I) will be sent the applicant. The applicant shall complete the screening examination and return it within a week of receipt thereof to the Secretary of the Certifications Committee. Passing grade for screening examination is 75%. If the applicant passes the screening examination he will be notified of his acceptance for further examination.

Examination Fee, Part II $35.00

Payable when the candidate is notified of acceptance for Part II examination. Not returnable after candidate has been officially accepted by the Certifications Committee and has received Part II examination. Examination will not be forwarded until fee is paid.

Examination Fee, Part III $50.00

Payable when the candidate is notified of acceptance for Part III examination. Not returnable after candidate has been officially accepted by the Certifications Committee and notified of date and place of examination. Examination will not be given until fee is paid.

Total Fee $100.00

The Secretary cannot make any eligibility rulings. These are made only by the Certifications Committee after reviewing the candidate's formal application.

All candidates must comply with the Certifications Committee's regulations in effect for the year in which the examination is taken, regardless of when the original application was filed.

Applicants who fail to exercise the examination privilege within three (3) years of the date of filing application are required to file a new application and to pay a new application fee. ★★★

Instructions to Authors

The editors invite manuscripts concerned with all phases of law enforcement. The fields of organization, administration, protection, prevention, investigation, apprehension, enforcement, corrections, etc. from the international and national levels to the industrial and small village police force, will receive the same consideration for publication.

Original articles which have not appeared elsewhere in whole or in part, and are prepared for publication solely in POLICE, will be given preference. Review or reprint articles will be given careful consideration before acceptance or rejection.

Original articles should average from 1,800 to 2,500 words. Longer articles may be divided to be published serially in consecutive issues where their inclusion seems desirable.

Articles of any size for the special departments and special sections of POLICE are also invited.

The preparation of manuscripts should be according to the *Guide for Contributors to* POLICE, a copy of which may be obtained without charge from the editor.

Manuscripts should be typed, double-spaced, on 8½ x 11 white typewriter paper (do not use onionskin paper) with margins of 1½ inches.

Authors should retain a duplicate copy of their manuscripts to avoid loss or delay. POLICE, its editor, consulting editorial board, and publisher, shall not be responsible for manuscripts or illustrations lost or damaged.

Black and white illustrations may be used wherever they reinforce the text, without cost to the contributor. Photographs should be submitted as unmounted glossy prints. Drawings and diagrams may be submitted either as unmounted glossy photoprints or as original drawings.

Color illustrations may be used only by special agreement with the editor and publisher.

CORRESPONDENCE

Correspondence about manuscripts and other materials submitted for publication, should be sent to the Editor: V. A. Leonard, P. O. Box 837, College Station, Pullman, Washington, U. S. A.

Correspondence concerning subscriptions, advertising, reprints, and all business matters, should be sent to the publisher: CHARLES C THOMAS, PUBLISHER, 301-327 East Lawrence Avenue, Springfield, Illinois, U. S. A.

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The Policeman's Non-Official Role in Combating Gangs and Vandalism

Dr. Samuel H. Jameson

EDITOR'S NOTE: *Dr. Jameson has long been interested in the problems of juvenile delinquency and youth welfare, and has made important contributions in the approach to these problems. His assignments in that connection have included the post as Special Investigator for the Social Service Department of Los Angeles; member of the Governor's Committee on Juvenile Delinquency in Oregon; member of the Advisory Committee of the National Conference on Family Relations; Past President of the Pacific Sociological Society; member of the Research Committee and the Family Case Work Committee, Welfare Council of Metropolitan Los Angeles; and President of the Northwest Conference of Family Relations.*

His preparation for these important assignments has included the A.B. degree at Amherst College; S.T.B., Yale University; the M.A. in Economics and Sociology at Columbia University; Fellow in Criminology at the New York School of Social Work and the Ph.D. degree in Sociology and Social Psychology at the University of Southern California. In addition to his other activities, Dr. Jameson has been a Professor in Criminology at Lafayette College, University of California, University of Minnesota, University of Oregon and has been associated with the University of Southern California since 1947. In the following article, he suggests an approach to the problems of the gang and vandalism which will merit careful reading by every police officer.

THE hostility of law enforcement agencies to juvenile vandalism and gang activities is understandable. An hysterical public goads the police to "do something." Gropingly, the police resort to a "get-tough" policy. Gangs keep on multiplying; vandalism spreads like contagious disease, and the panic-stricken public demands retribution. These are the major steps in the formation of a vicious circle. And the police are caught between these steps not by choice but by circumstance.

Generally, the various segments of society play a game of shifting the "blames." To blame anything or anybody is the rule; rare is selfblame. If robbery and theft, rape and narcotics are rampant in an area do citizens search for reasons in their social system or do they turn the spotlight of blame upon the remote "lawmakers," or the handiest "police?" Of course, the latter. The police become the scapegoat for the sanctimonious vested interests of all descriptions. How could the police correct this distorted picture? It is not easy, but neither is it beyond his grasp. Here are a few clues.

Although the primary task of the police is to restore law and order where disturbance has arisen, it behooves him to be alert and sensitive enough to read the *symptoms* of disorder. It is safer, and in the long run cheaper, to treat symptoms than to face fullblown disturbance. His job is to protect; but an excellent way to protection is via *prevention.*

How can the police prevent juvenile vandalism and predatory gang activities?

Nothing could be prevented from happening unless the conditioning forces are controllable. This means a cause-and-consequence relationship. It means *knowledge* of what causes gang formation and orientation in the social structure and its machinery. No one *knows* all these. And it would be absurd to expect that every law enforcement officer be fully equipped with such knowledge. However, just a few basics would help, therefore, bear the following in mind:

1. Human beings, like the rest of the animal kingdom, are generally gregarious. They hate isolation, solitariness, and love the company of their "type." There seems to be a sort of "consciousness of kind," a "herd instinct" that bring people of the same age and of same sex together. Adults seek adult companionship; oldsters want their age-mates to reminisce with; children ask for playmates. What is wrong when adolescents get-together? That's the beginnings of the gang. It is as natural as birth and subsequent death in the animal life cycle.

2. Man does not live purely with this urge to seek companionship. Some are eager to be with others, but do not know how to get into the circle. Some are cautious by nature; others become apprehensive by experience. Our society shuns the "shut-in" type putting a premium upon the "mixer" variety. Infants are coaxed by parents not to fear strangers, are shuffled from arm to arm; later on they are warned against them. A cock-eyed, frustrating system to be sure! But in general, we preach aggressiveness as a necessary trait for success. We want children to be daring, adventurous, fearless, self-confident, enterprising, *ingenious.* Vandalism and gang membership offer opportunities galore for the liberal expression of these traits. The "shut-in" type *learns* from the daredevils how to avoid being "chicken" and gain self-confidence. What's wrong with that? Why blame the enterprising?

3. Collective behavior, as in a gang, is contagious. Monkey see, monkey do. It is contagious not among its members as a necessary mode of behavior, but it spreads out to other gangs. Under a shrewd leader, any type of act, seductive or sinful becomes a compulsory act. What would give greater recognition and self confidence to a bunch of neglected kids than to destroy school property, to desecrate a house of worship, to keep a police station

Address: Dr. Samuel H. Jameson, School of Public Administration, University of Southern California, Los Angeles, California.

←A schoolroom scene after the vindictive spirit of juveniles found its expression.

constantly on guard, to compel the firemen to answer false alarms? Adults don't dare do these! Why not take pride in the new courage of the young?

4. School, church, police station, fire department spell out "authority." Acts levelled against authority carry a brighter halo of daring and give a heightened feeling of self-confidence. Hence, hostilities become focussed on any symbol of authority. If these kids can't raise hands against their parents at home—because they are alone—they can pin their aggression collectively upon the innocent victims. So the teacher, the policeman, the minister, the parole and probation workers, the judge, the truant officer individually and the institutions they represent become substitute targets. Don't we do the same? The

Youngsters engaged in the distribution of toys to the less privileged, find little chance to indulge in vandalism.

foreman who kicks out an employee for any reason whatsoever incurs the employe's hostility against the company; citation from a police officer keeps the blood constantly boiling against the police department. Resistance to authority is not fun. Neither is it funny to whip up vengeance against authority symbols by the juveniles to such an extent as to defy the world. It is logical.

5. Such seeds of real or imagined hostility grow, blossom and bear bitter fruit because kids have no adults to turn to for answers to their perturbing questions. In this age of hustle and bustle, with the complex and heightened speed to carry on the struggle for existence, parents and relatives, teachers and ministers, employers and fellow employees have no time to "waste" on kids.

←Who-Doné-It? Was the food too poor or did it cost too much for the juveniles? Would they eat here after this destruction?

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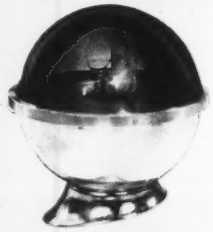

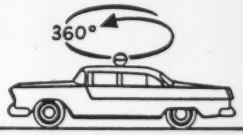

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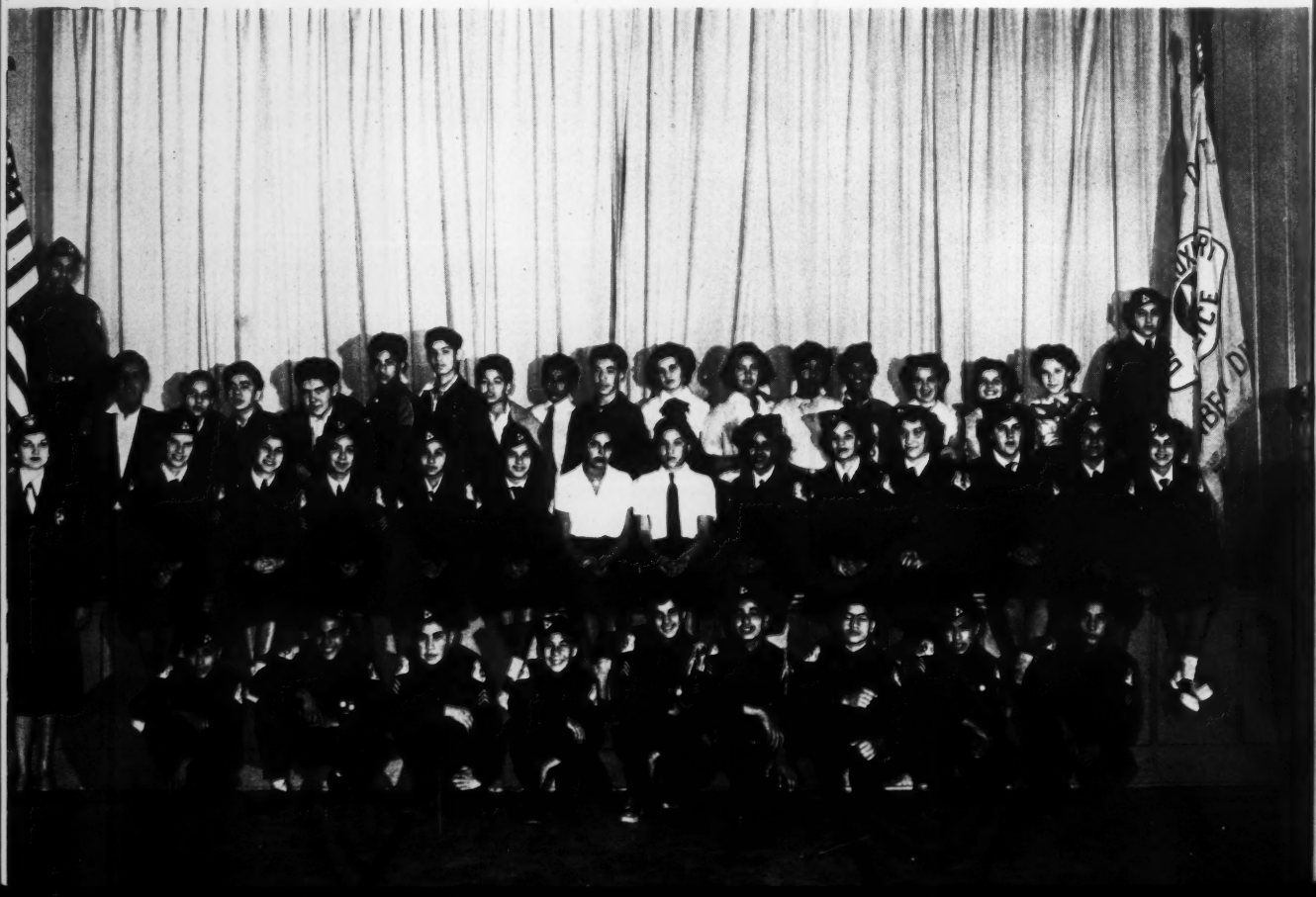
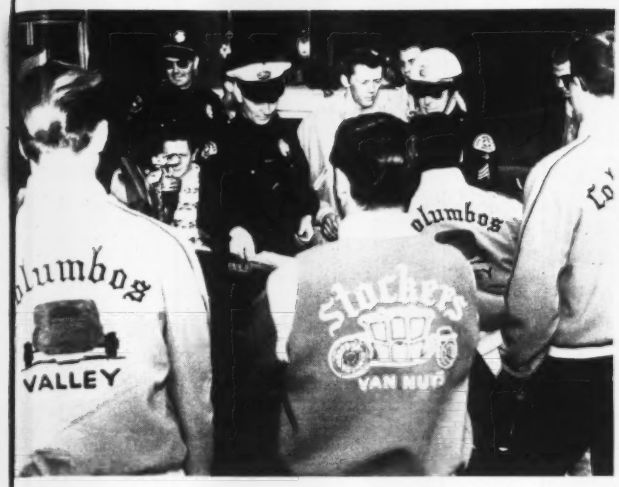




Juvenile auto thefts are responses to the urge to "drive," and drive fast. Hotrod clubs socialize the anti-social juvenile drives, thanks to the wisdom of some law-enforcement officers. Each club parades with pride instead of with guilt.

How many children enjoy the confidence of their parents? How many adults are willing to listen to and are capable of answering truthfully the questions posed by the youngsters? Do you blame the kids when they ask these questions of their pals at street corners, behind a shack, at the waterfront, and other secret places which have become sacred for them?

Having the five basics mentioned above in mind, what can the policeman do in coping with juvenile gangs and vandalism?

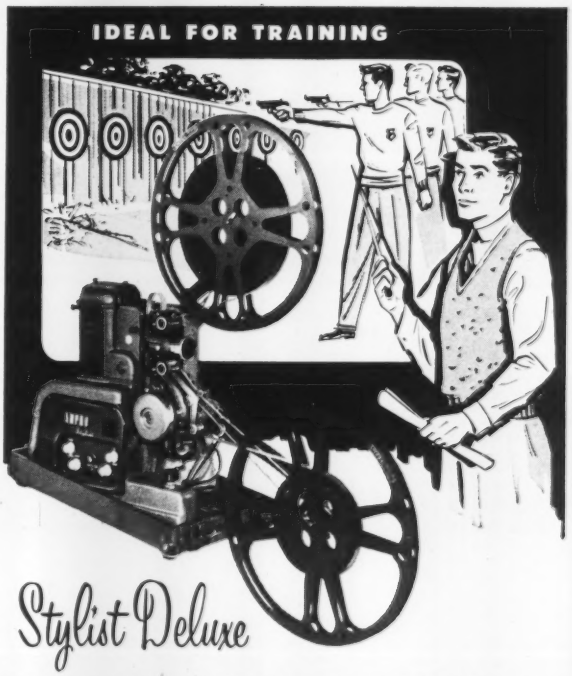
Of course, the officer's *opportunity* is not prescribed by law. His duty is to apprehend and to leave the rest to the court and its allies. Contrary to current stereotype, our officer is also a fellow human being. In his task to *protect* he could be instrumental in *prevention* out of the kindness of his heart and not because the law demands it.

The itch to do the forbidden—too many restrictions on youngsters we have in violation of their organic nature—is ever present. Could the officers, instead of *chasing the gangs away from* the forbidden *draw them to* the socially permissible acts? Could they learn the art of matching their ingenuity in this direction against the manifest ingenuity of the youngsters for anti-social acts? Attempt, no matter how feeble, in this positive direction could bridge the now existing gap by finding in the policeman and the policewoman that missing link and start a chain reaction for a new and salutary vicious circle.

Don't dismiss this humble recipe as being sheer "theory." It is the most vital, real, and practical assignment. An honest trial by those conscious of their constructive role in law enforcement field may surprise the practitioner, his hostile juveniles, and above all, the skeptical public. Judge not until it has been put to trial.

←— Neither color nor creed is excluded in giving direction to individual and collective energy. An example of what the police guidance can do constructively.

IDEAL FOR TRAINING



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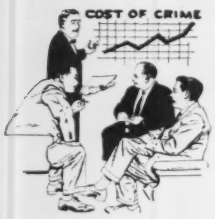

A New Force Enlisted to Fight Crime With Knowledge To Get Action Where It Counts

The Citizen Action Program

By Will C. Turnbladh

EDITOR'S NOTE: *Mr. Turnbladh was educated in Minnesota, receiving his A.B. in 1932, LL.B. 1934; Ph.D. 1935, University of Minnesota. In 1935 Special Deputy Attorney General, Minnesota; 1936-39 Administrative Assistant and Deputy Probation Officer, Los Angeles County; 1937-44 Probation Director and Chief, Juvenile Division, County of Los Angeles. He was a member of the Board, Los Angeles Boy Scouts of America; received the Carnegie Citation for Welfare; was a lecturer on crime and delinquency, University of California at Los Angeles and at Berkeley, and the University of Southern California. In 1944-46 he was made Director, western office, National Probation and Parole Association, San Francisco; 1946-48 was Assistant Executive Director of the Association and since October 1948, the Executive Director, New York.*

It is something of a paradox in a society capable of atomic power engineering and other equally amazing technological advances, that we fail to show comparable progress in the social sciences in organizing an effective approach to the problems of delinquency and crime. A psychiatrist told one father with a problem son who included a police record among his list of accomplishments, to find a job for him which dealt with flowers and mathematics. He did, and the son went to work as a bookkeeper in a cemetery organization. The astonishing results cannot be printed here in deference to a young man who subsequently went on to professional distinction. On the other side of society's ledger is the 3.5% of the public school population at grade school levels with problems—social, physical and mental—for whom we do precious little, yet more than 90% of the 2.5% eventually emerge as inmates of prisons and reformatories or as community liabilities in one form or another.

That the resources are available in our states for an enlightened and effective approach to these problems, is admitted in every quarter by those who are in a position to know. That these resources remain largely dormant and idle so far as the problem is concerned, is also a matter of common knowledge. In the following article written exclusively for POLICE *by the headquarters staff of the National Probation and Parole Association in New York City, the blueprint is unfolded for a program designed to mobilize these resources in each state toward the end that the individual with behavior difficulties may receive the benefit of appropriate facilities for diagnosis and treatment.*

THE National Probation and Parole Association is in the first throes of a new experiment in the battle of applying knowledge in the fight against crime. The plan calls for enlisting a small committee of dynamic laymen, leaders in their state, to cooperate in working groups with representatives of the judiciary, the bar, the correctional system and members of NPPA'S technical staff to study, and then go about strengthening, treatment services throughout the state's entire correctional process.

The thinking behind the project is as follows:

The seriousness of today's tide of violence and violation of law and order is pointed up by a look at the statistics. The national bill for crime—loss, plus the expenses of enforcing the law and maintaining correctional institutions—has been estimated at the colossal figure of $20,000,000,000 a year. That's $7 out of every $100 of national income.

In the past twenty-five years our state and federal prison population has increased nearly four times faster than the national population.

There are 175,000 persons in prisons and reformatories, and 40,000 boys and girls in state training schools.

Each year 1,500,000 persons serve time in local jails.

Each year 500,000 families become embroiled in court disputes, most of which seriously affect the lives of the children involved.

Each year 2,000,000 adults are arraigned in criminal courts.

Each year 1,000,000 children are apprehended by the police.

The rate of crime and delinquency in the future, the success with which delinquents are treated in penal institutions or on probation or parole, and, most important, the number of them who will repeat their criminal acts, all of this depends on what the community does about the problem.

In tackling the problem, too many communities have resorted to panaceas. Build bigger and better playgrounds, punish parents whose children break the law, lengthen the school day so that children will have less time in which to be troublesome, enforce stricter discipline in the schools, censor or ban comic books—these are only a few of the "remedies" that have been widely and hopefully proposed.

As "single cures" they have failed, because the problem of crime and delinquency is not a simple one and it cannot be solved by a simple remedy. They have failed because they ignore the fact that people who break the law are not types but individuals, with individual problems and motivations.

Fortunately, a great deal of knowledge has been accumulated about delinquents and criminals which helps us understand the reasons for their antisocial actions.

Experience proves that any offender can be understood by a careful study of his background and person-

Address: Mr. Will C. Turnbladh, Executive Director, National Probation and Parole Association, 1790 Broadway, New York 19, New York.

ality, and that this information can be used to change his attitudes by guiding us toward effective treatment measures. Obviously, this body of knowledge and experience is useful only if we have the means to apply it.

Understanding the offender does not mean coddling; it is not based on leniency or sentimentality. Rather, it involves realistic planning for the offender's rehabilitation, and it is the most practical thing we can do to prevent further crime. It enables the judge to make a sensible decision—to decide whether he should place the offender on probation, or direct him to some other rehabilitative service available in the community, or send him to an institution. In any case, the offender should be helped to understand himself and to believe that society is interested in helping him change.

Our first concern is protection of the community. This does not rule out help to the individual in trouble with the law. On the contrary, the best way to protect society is to rehabilitate the offender, and we can do that only by establishing an effective system of diagnostic and treatment services.

The entire correctional system must be based on a philosophy of helping those in trouble, and getting the help to them before the damage to themselves and to society is irreparable.

Unfortunately, too few communities have the facilities essential to make "individualized justice" a reality. Two few have the services to help us understand why a particular child becomes a truant or why a mother and father cannot live together in harmony or why a particular adult commits burglary. Too few have the services needed to help these people.

On one hand is our knowledge of what best protects society and helps the individual in trouble. On the other is the fact that most communities fail utterly to provide the means by which this knowledge can be put to use. The wide chasm between the two is today's tragedy.

Most communities, for instance, do not have an adequate juvenile court. Most juvenile delinquents who are detained have a destructive experience in a jail or in some other kind of inferior lockup used as a substitute for a juvenile detention home. Often a youth is committed to a training school or a prison, or carelessly given "one more chance," instead of being placed under the supervision of a trained probation officer.

Psychological and psychiatric clinical facilities are available in only a handful of the courts in the country.

One-third of the nation's juvenile and criminal courts are completely without probation service. In most courts that do have it, the staff is underpaid, or the number of officers is far too small for the work they are called upon to perform, or their training is far below the minimum standards. Yet, most judges admit that they can regularly obtain the information needed to reach a wise decision about an offender only through a competent probation officer's study and investigation.

All too often, courts dispose of cases routinely, with no knowledge of what the offender really requires and with no way of knowing whether he should be sent to prison

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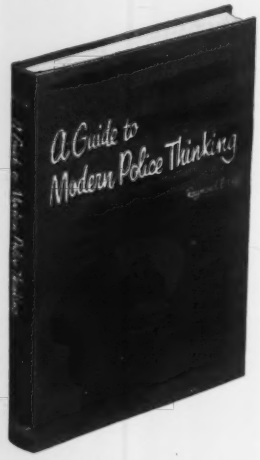

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or allowed to remain in the community on probation.

Prisons are full of people who should not have been sent there. As a result, states are building larger and even more costly prisons and reformatories.

Wardens find that, on the average, 40% or more of the inmates in their institutions could have been handled in the community more effectively and no less safely if the committing court had used probation, based upon sound pre-sentence investigation.

Prison riots are a symptom of a deep sore—a poorly operated, archaic penal system which punishes but does not rehabilitate. In most of the states in which studies have been made following these riots, it was found that obsolete parole policy and poor administration contributed to destruction running into millions of dollars.

What can we do to bridge the chasm between what we know and what we need to put into practice? What can we do to provide a firm foundation of services, all the way from early discovery and treatment of the offender to law enforcement, detention, probation, institutionalization, and parole?

Experience in a few places has shown us the way. Where the probation system has been expanded and the courts have made maximum use of probation through highly trained staff, the number of prison commitments has been reduced and the state does not have to build any more of the large prisons which are so costly to maintain and which are ineffective for so many of the men within their walls.

In some family courts a high rate of reconciliation has been achieved in matrimonial proceedings. In a number of juvenile courts a reduction rather than an increase in delinquency rates has been recorded—generally as the result of judicial attention to individual problems, adherence to a philosophy of rehabilitation, and reliance on adequate probation and clinical services. We know what should be done. What is holding us back?

We are handicapped by partisan politics, insufficient funds, antiquated legislation, and inferior administration of facilities.

How can we develop the tools for a successful fight against the devastation of delinquency and crime?

Adult probation services were first organized seventy-five years ago; fifty years ago the juvenile court was started. Although there has been considerable progress since then—courts established and services expanded—it has not kept pace with the problems.

The indifference and apathy which impede our progress must be overcome. The odds are in our favor—the outcome depends on what we do as citizens. Only through the organization of strong citizen leadership can we wage a successful battle against crime.

Our progress depends on public understanding, public leadership, and public action. Without public support, professional workers will remain severely limited in their efforts to control delinquency, family breakup, and crime.

In the past, wherever appreciable progress was achieved in correctional services, it was responsible citizen action that was the spark plug. Citizen action was largely responsible for developing the idea of probation, for promoting the juvenile court movement, for selecting qualified judges and correctional administrators.

Where the community is uninformed and does not understand the nature of the problem and the remedy, professional leadership may become stagnant and the result is a destructive treadmill of arrests, sentences, and indiscriminate imprisonment.

For years there has been urgent need for an organization which, under citizen leadership, could spearhead a strong unified attack on the crime problem, state by state, first by digging out the facts of life in crime and correction and then by planning action based on the facts.

And that is exactly what the National Probation and Parole Association is attempting to do with the Citizens Action Program. The first step is the organization of a state council in each state, consisting of not more than fifteen outstanding citizens representing business, industry, labor, agriculture and the various professions. It will rally the support and unify the efforts of the various professional and nonprofessional organizations now interested in "doing something" about delinquency and crime, and it will be the focal point for the dissemination of facts and plans for action based on research.

Through their leadership talents, both in groups and

as individuals, council members are in a strategic position in their states to influence public opinion and ultimately make many needed improvements in treatment services.

Each state council will work with the judiciary and the bar associations to develop a strong correctional program within the state. This leadership of citizens, judges, and lawyers, with the assistance of correctional administrators and technicians, has the following functions:

1. EXAMINE and evaluate the facilities and services existing within the state for dealing with the offender, from the point of first contact with him through disposition and treatment.

2. RECOMMEND the type and breadth of treatment services and facilities nonexistent or deficient but badly needed, and establish a priority plan according to the urgency of each need.

3. INFORM the public, through every means available, so that the problem of deficient services and facilities can be considered openly, widely, and realistically on a state-wide basis.

4. ACT to secure the constructive support of individuals and groups, both public and private, for the attainment of the proposed goals.

The state councils maintain liaison with existing planning groups. But it may be that certain basic information, necessary for appraising needs and determining which are the most urgent, is not available. In that case, studies are made by the project staff, by related professional personnel within the state, or by members of the regular consultant service of the National Probation and Parole Association and other private and public agencies. The important thing is that the principal and final responsibility for determining priorities belong to the state citizens council.

Each state council is staffed by a specially assigned NPPA consultant. In addition, special consultants may be hired as needed—for example, on public education services.

The following services and facilities fall within the scope of the action program of the state councils:

Juvenile Police

The first contact with a delinquent youngster is the police. It is an important contact because it is the beginning of his permanent impressions of community authority. Police officers dealing with juveniles should have the special training and skills which can help them recognize the youngsters' problems. The earlier the problem is recognized, the greater is the opportunity for rehabilitation. Knowledge of community resources by the police brings immediate referral to the service required and may well prevent further offenses.

Juvenile Detention

A modern structure entirely separate from the jail should be provided for those few youngsters who must be detained pending disposition by a juvenile court. It should not be designed and operated as a children's jail but rather as a diagnostic center; it should have highly specialized staff and should provide an activity and treatment program during a period which may be a turning point in the child's life. Direct observation of these more disturbed youngsters can furnish the court with diagnostic information that serves as a guide to disposition and further treatment.

Juvenile Courts

These should be special courts with informal and private hearings, presided over by judges with specialized interests and training and buttressed by competent probation and treatment services.

Youth Courts

Although juvenile courts should have exclusive original jurisdiction over all children under eighteen years of age, this standard has not been achieved in a number of jurisdictions, and, in some, exceptions are written into the juvenile court law. The result, in a few jurisdictions, has been the development of specialized youth courts. Here, too, individualized study and treatment may avert the stigma of criminal conviction.

Family Courts

Another growing specialization in court structure is

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the family court with informal, private hearings in which special knowledge and skills are applied to avoid family breakup. Treatment facilities should be available for those who need help.

Misdemeanor Courts

The municipal, police, and other lower criminal courts for misdemeanors deal with the great majority of offenders. In most cities these are the courts which first deal with family problems and conflicts, and in most cities today they struggle along without the trained and skilled staff for individualized study and treatment necessary to halt both incipient and advanced criminal careers.

Criminal Courts

A popular misconception is that only adults charged with felonies are dealt with in the courts of general criminal jurdisdiction. The fact is that even where the juvenile court has age jurisdiction up to eighteen, some youngsters may be transferred to the criminal court, and the older adolescent offender is always disposed of in the criminal court.

The concepts of individualized study and treatment should be applied to youthful and adult offenders in criminal court if we are to prevent them from committing further crimes.

Probation

Probation is a service to the court for the pre-sentence study and analysis of the problems underlying delinquent and criminal acts. It is an aid in making the best and most practical disposition. As a service to the offender and to the community after court disposition, probation requires skilled personnel for the supervision of those who can safely be allowed to remain in the community for treatment.

The number of persons who can be placed on probation and the effectiveness of this rehabilitation process depends on the size and quality of the probation staff.

Jails

These are used not only for the temporary custody of adults pending court disposition, but also for petty offenders serving short-term sentences. Our jails are notoriously devoid of constructive work and recreational programs or any treatment resources. The result is a "revolving door" for the many offenders who serve a "life sentence on the installment plan" in our city and county jails.

Correctional Institutions

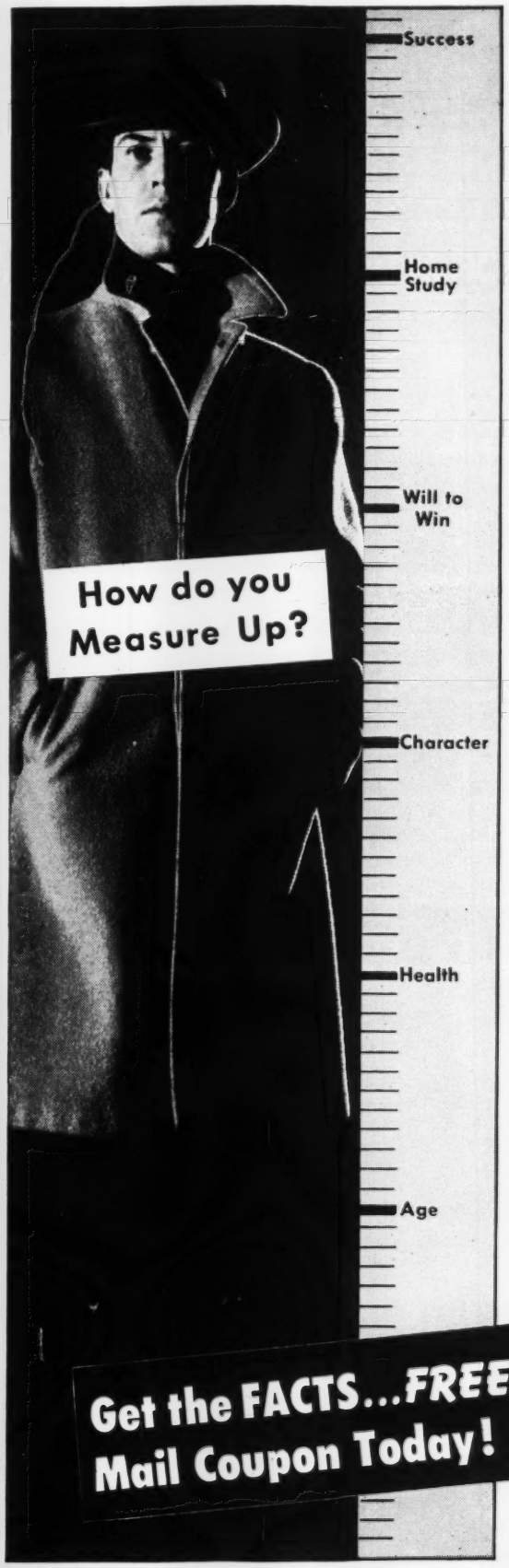
The state provides prisons, reformatories, and training schools for the serious and repeating offenders who must be removed from the community. Many of these criminals and delinquents can benefit from institutions providing a stabilizing atmosphere where the development of regularity of living is a basic need. These institutions should classify inmates according to custody needs, age, training and treatment. Specialized skills and training should be provided to redirect and re-educate prisoners so that upon release they may have a head start in making a satisfactory place for themselves in the community.

Parole

Because parole involves the selection and release of prisoners at the time most suitable for their return to the community, and their subsequent supervision, it calls for special skills and knowledge on the part of the parole board and the parole staff. Almost all prisoners are released sooner or later; a low rate of parole release means that far too many are returned to the community without the benefit and protection of parole guidance and control.

The pilot projects are already under way in Texas, Michigan and the State of Washington and are in the process of being launched in Ohio and Indiana. The project is a five year plan, covering, at the most, fifteen states. Depending on results, the plan will be applied more universally.

NPPA believes that the utilization of the initiative, interest, and energy of citizen leaders could make all the difference in dealing constructively with the crime problem, could in fact be the deciding factor in reducing the toll crime takes from each of us and in turning this tragic waste into channels of constructive usefulness. ★★★



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A cool day in summer is the closest we can come to describing the average day in Hawaii. Through the year, the temperature averages in the 70's, water's in the 70's, and the cool tradewinds are always with us.

However, if you feel like visiting the mountain areas, we recommend a warm sweater or wrap.

WHY WEAR A HAT WHEN A FLOWER WILL DO?

Plan now to dress the Hawaiian way. Talented island designers create lighthearted fashions for us, and the visitor who can resist an immediate change into them

Waikiki beach, bounded by Diamond Head volcano, Ala Wai Canal and the Pacific Ocean, now has almost 70 resort hotels and apartment hotels in the area pictured. Long one of the world's most fashionable winter vacation spots, Waikiki is winning new acclaim as an all-year playground. Polo fields, picnic areas, public golf links and archery ranges are located in the shadow of Diamond Head. *(Hawaii Visitors Bureau Photo.)*

Shoppers on a palm-lined avenue of Waikiki beach pause to admire a window full of silks and brocades from the Orient. Flower boxes decorating store fronts are a familiar sight along sleek, sophisticated Kalakaua Avenue. *(Hawaii Visitors Bureau Photo.)*

OUTSTANDING VACATION FEATURES AWAIT IACP CONVENTION DELEGATES IN HONOLULU

Flowers, hulas, sun and surf will continue to top the vacation popularity poll this spring and summer for visitors to Hawaii. There are numerous other attractions, of course, including Hawaii's famous hospitality. These are the things that are attracting a record number of visitors to these capital islands of Polynesia this year. Polynesian entertainment and pageantry continue the year around. There are a variety of hula shows every day, plus night club and hotel entertainment featuring Samoans and Tahitians as well as Hawaiians. The feasts called Luaus and fishing festivals called Hukilaus are popular events.

Beach activities are popular the year around, but hit a high during spring and summer months when there is almost daily sunshine and fine surf. Surf boarding, outrigger canoeing and catamaran sailing draw hundreds of enthusiasts off Waikiki each day. Spring temperatures average 73 to 75 degrees and summer readings average

is a rare one indeed. You can go, sarong-clad, to a luau, where the food is literally unearthed. You can wear a muumuu to a hukilau, the famous Hawaiian fishing event. You'll discover the delightful comfort of Oriental slippers, authentic kimonos. You'll outfit the entire family in Hawaii's fashions to wear right away and introduce back home.

The men will want to start collecting aloha shirts, which range from conservative to flamboyant. There are hundreds of patterns, so wait until you arrive before buying yours. Aloha shirts can be worn in or out, with slacks, knee-length shorts, matching Hawaiian print boxer shorts, or with a sport coat for casual dining.

SAVOR THE FLAVOR OF HAWAIIAN SHOPPING . . .

Tiny shops, big department stores, Oriental bazaars . . . offer a world-wide flavor. You can buy an aloha gift for a modest price or choose a piece of jade that's close to priceless. You'll discover that prices are as low as or lower than similar items at home . . . and you'll have the fun of shopping in Hawaii.

Hawaiian Luau Awaits I.A.C.P. Convention Delegates. Taking the pig out of the ground where it has been roasting in hot lava rocks for eight hours at an Hawaiian Luau.

Honolulu Conference Completes Final Arrangements for 1957 I.A.C.P. Convention. Setting the stage for what will undoubtedly be the greatest annual convention ever held by the International Association of Chiefs of Police are, left to right: Mr. Harry Newman, Head of the Honolulu Police Commission; Chief Daniel S. C. Liu of the Honolulu Police Department; Mr. Leroy E. Wike, Executive Secretary of the I.A.C.P., Washington, D. C., and Mr. Kelly Kelso, President, Kelso Travel Bureau, Inc., Pasadena, California, officially recommended travel agency for the 1957 convention, which will be held in Honolulu, September 29 through October 3, 1957. Advance reservations indicate an all-time record attendance.

75 to 78. Water temperatures are approximately the same as the air.

Spring and summer also provide excellent deepsea fishing off both Honolulu and the Kona coast of the island of Hawaii. Big marlin are hooked frequently, particularly off Kona, which sports fishermen classify as one of the best big game fishing grounds in the world. More than half of the visitors to Hawaii last year visited the Neighbor islands, all within an hour's flight time of Honolulu. Hawaii, Maui and Kauai all have distinctive sightseeing attractions in the tempo of old Hawaii.

Ancient Hawaiian Temple—This Hawaiian heiau, or temple, of Kauakalakaola built by Hawaii's first king, Kamehameha I, has been restored on the Kona coast of the island of Hawaii and now is a visitor attraction. It has been restored to its original appearance. The tower was a sacrificial altar. *(Hawaii Visitors Bureau Photo.)*

Interesting and Unusual Cases

By Lt. Walter R. Scott
San Diego Police Department

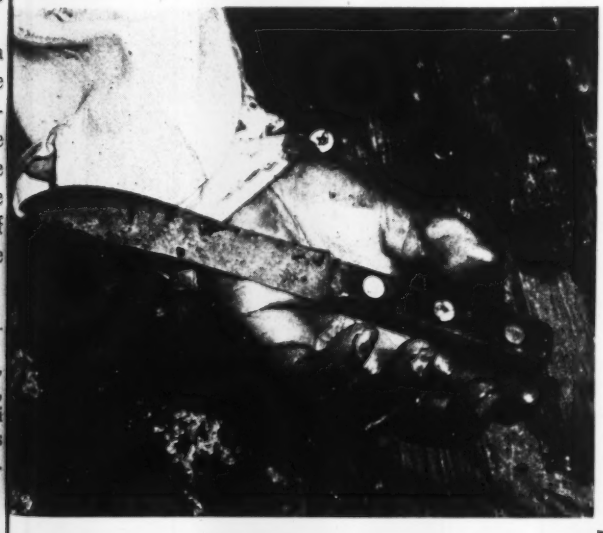
EXTRA-CURRICULAR ACTIVITY

The May 24th and 31st, 1947, issues of a widely read national weekly carried an illustrated article titled "How to Crack a Safe." The story was well-written and informative. Photographic illustrations were clear, to the point, and perhaps challenging.

The article informed readers that the "burn" technique was uncommon because "safe-crackers seldom try this because of the mass of equipment required." The city from which the photograph of a "burn job" was obtained had been conspicuously free of a safe burn for many years prior to the appearance of the article.

On June 9 a burn occurred in said city in a high school where suitable equipment was near at hand in the school shop.

Investigators and others close to the situation believe the article may have planted the seed of an idea in a youngster's mind. The job was unprofessional and loot was inconsequential. Locale, timing, equipment and other factors lead one to believe there may have been more than a coincidental connection between the article and the burn.



WHAT IS WRONG IN THIS PICTURE?

An experienced homicide investigator would be momentarily startled to find a weapon in a hand as shown in the above photograph. He would expect to find conflicting evidence.

In this instance the knife was placed in the hand as an afterthought by the person who committed the assault to make it appear a suicide. The right hand was under the body. The left hand being open and inviting, suggested "planting the weapon."

Circumstances like the above may temporarily confuse an investigation. If properly evaluated, they will lead to the correct solution of the case.

Can you, the reader, make other logical and reasonable deductions from the photograph, knowing nothing about the case?

Fifth Annual Summer Police Training Seminars

The Fifth Annual Summer Series of Police Training Seminars will be held this year at the New York Institute of Criminology commencing **June 17.** Five two-week meetings and an intensive four-week session on Field Investigation Techniques have been arranged under the general chairmanship of Donal E. J. Mac Namara, vice president of the Society of the Advancement of Criminology and chairman of the Scientific Criminology Seminars of the American Association for the Advancement of Science.
This year's seminars include:

CRIMINOLOGY AND CRIMINAL PSYCHOLOGY
(June 17-28)
FINGERPRINTING AND OTHER IDENTIFICATION TECHNIQUES
(July 1-12)
INVESTIGATIVE PHOTOGRAPHY
(July 15-26)
CIVIL AND CRIMINAL LAW
(July 29-August 9)
SCIENTIFIC CRIME DETECTION
(August 12-23)
FIELD INVESTIGATION TECHNIQUES
(August 26-September 20)
PARTIAL LIST OF PARTICIPANTS IN THE SEMINARS
Dr. Marcel Frym, *Director of Criminological Research Hacker Psychiatric Foundation*
Ibrahim Omary, *Deputy Chief of Police, Damascus, Syria*
Cleve Backster, *Lie Detection Expert*
Martin K. Tytell, *Questioned Document Examiner*
Jack Sokol, *Executive Director Association for the Psychiatric Treatment of Offenders*
Victor Shammas, *Ballistics Expert*
Thomas H. Galbraith, *Army Security Specialist*
Frank Yee, *Formerly President, Central Police College of China*
Michael J. De Luca, *Attorney and Identification Expert*
B. Bert Erit, *Private Investigator*
David Lawson, *Electronics Expert*
Dennis McFeely, *Instructor in Police Science Seton Hall University*
Gene Ann Condon, *Attorney*
Canio L. Zarrilli, *Attorney*
Arthur Galligan, *Attorney*
Mark Luckens, *Toxicologist*

MASKS WITH A "MEMORY"

Two slightly different techniques for handling firearms evidence problems are demonstrated in the photographs. First problem was to obtain a tattoo pattern on a surface which reproduced features of the face and texture of the tissue. Second problem was to distinguish between muzzle and cylinder blast patterns.

A cardboard cylinder lined with outing flannel was made to catch powder, smoke and other firing residue in the area surrounding the cylinder. The cardboard cylinder was held in a hole in a flat cardboard for stability and rigidity. Result is the prop in the photo. The gun cylinder was centered in the prop at time of firing.

The flat cardboard prop with the small "barrel and sight" hole was slipped over the barrel of the gun to separate muzzle and cylinder blasts. Both props were made purposely to rebut with an actual demonstration a line of questioning by defense attorneys who endeavored to lay a legal smoke screen to detract from more important and relevant issues.

The eight flat patterns are typical muzzle distance patterns made by firing a known firearm and ammunition at given distances. Results are obvious. Starting bottom row left to right, distances are two, three, four and five inches. Second row left to right are six, eight, ten and twelve inches. Surface material again was outing flannel which traps residue very effectively.

The nine life-like masks are somewhat different in that they were made of a plastic material closely resembling human flesh in density, appearance, penetration and "memory." The nine masks are duplicate positives made from one plaster of paris negative of the victim's face. The plaster negative was partially filled with Apoxy Resin. A loosely fitting glass-cloth shell was pressed down into the resin solution forcing the resin to rise and fill the form and precisely conform to the contours and features of the face. The Apoxy Resin was allowed to set normally for a matter of hours. Completed masks had the appearance, resilience, life-likeness and "feel" of human tissue. A finger pressed into the mask would make an indentation which would quickly return to original when the finger was removed. An effort was made in the case to approach the quality of human flesh and tissue as closely as possible.

The nine masks were placed on a jig made to hold both gun and masks at a firing angle of 45° below and 15° left of center of point of entry of the slug which was in the inner corner of the eye. The slug exited out the top of the victim's head at the crime scene. Trajectory of the bullet indicated either an inclined flight of the slug or a reclined (perhaps defensive) position of the victim's head.

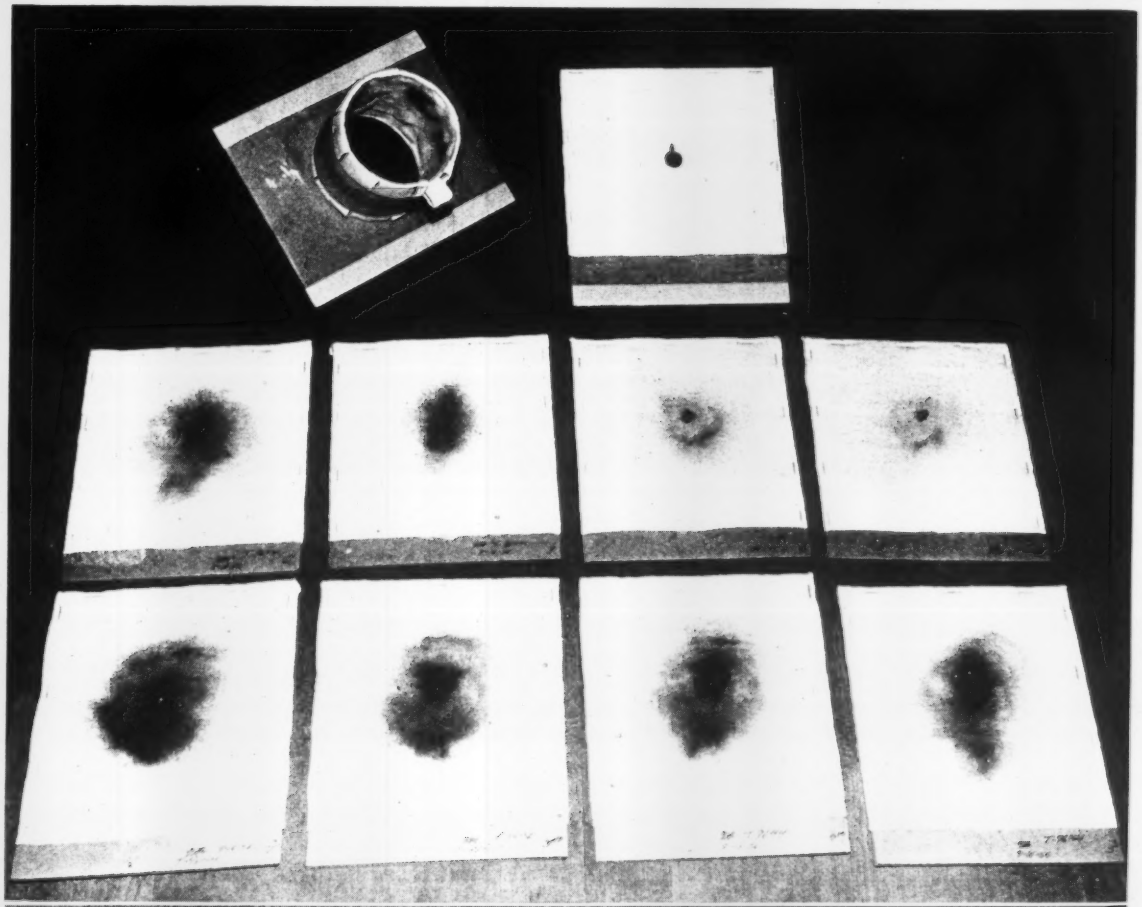
A light coat of flesh tone fast-drying "mannequin enamel" was sprayed on each mask before firing. Purpose was to make a tacky or moist surface to receive firing residue. Results were very realistic. Distances are noted beneath each mask from contact to eight inches.

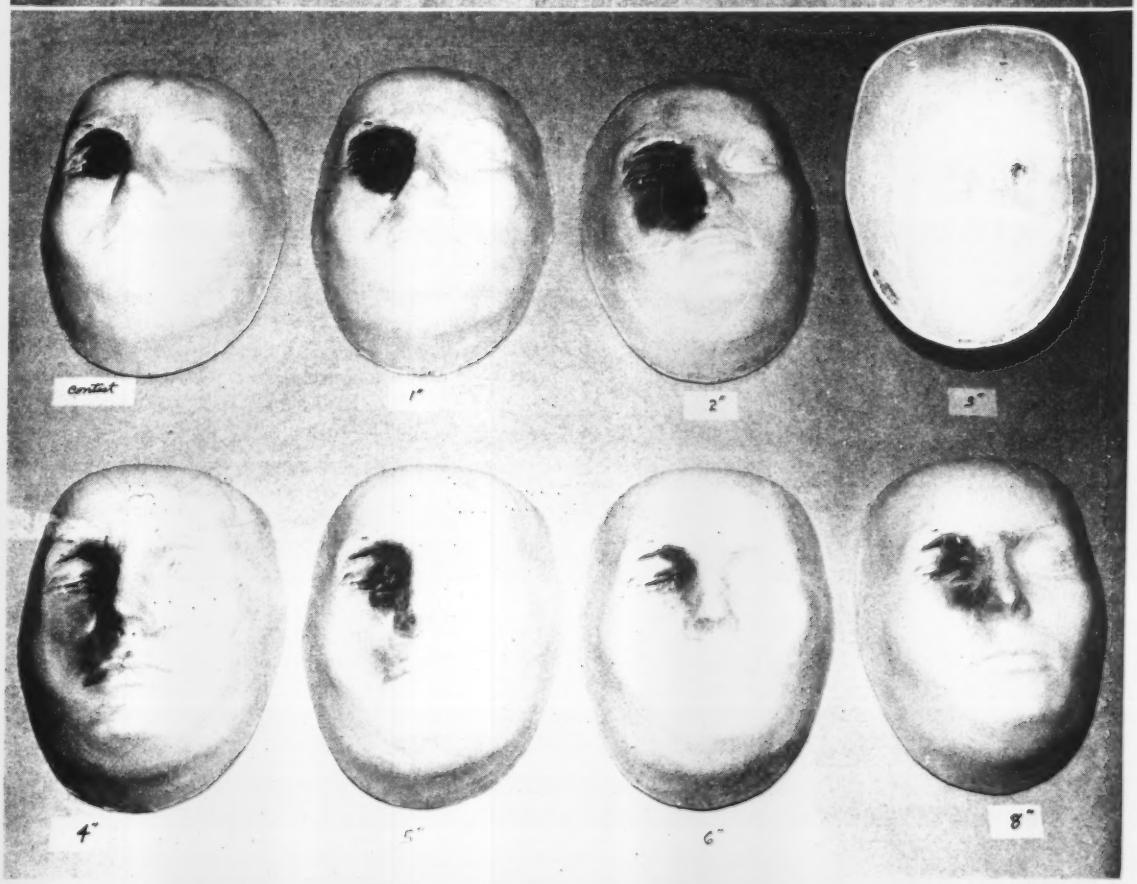
The three-inch mask is reversed in position to show construction of the glass-cloth liner and resin thickness. Apoxy Resin may be mixed to any desired setting consistency or "memory" from very soft to near solid.

The tattoo pattern on the victim's face was reproduced very precisely on one of the nine masks. It provided realistic and indisputable answers to questions of outline, intensity, area, direction, as well as "Why" the pattern appeared as it did on the victim's face.

Memory of the plastic resin has gradually diminished until at the present time, seven months later, it is only slightly responsive. Two unforeseen factors entered into use of the resin and spray enamel, neither of which materially affected the test or detracted from the demonstrative value of the exhibits as evidence. It was believed the masks served the purposes most effectively for which they were made.

Resin for the masks was prepared and the masks formed by Kish Resin Western Sales of 6308 San Fernando Road, Glendale, California.

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THE PLASTIC AGE

Investigators sometimes find finger impressions on the sticky side of adhesive tape in criminal investigations. Tape may be used to deaden the sound of shattering glass or to cover finger tips.

Detectives were surprised when they found an unusually large and clear ridge pattern (shown in photo) on a short piece of one-inch tape picked up at a crime scene. They traced the tape to an employee who had worn it on his foot.

The gist of this story is that adhesive tape can record fine ridge detail. Note the many fine details throughout the photograph. Tape is not to be overlooked as a source of fingerprint evidence.

WEAPON USED IN MANNER OTHER THAN INTENDED

Every cut, scratch, contusion, scar, abrasion, discoloration or mark whatsoever, and the relationship of all marks on a body have a meaning. Some may appear to be unimportant but the meaning is always significant. The cause should be determined. Sometimes it takes a lot of "doing" but when all the facts are developed and the parts fitted, jig-saw puzzle fashion, the picture may be complete, clear and revealing. An unbelievable story may be told except that the facts are indisputable.

The head and shoulders of an assault victim and a weapon are shown in the photographs. More than thirty stab wounds were inflicted, each identifiable as having been made by a "blade-type" weapon. Additional marks by a blunt-type instrument were apparent on the scalp and forehead at the hairline. The two types of wounds appeared to be incompatible. Explanation was difficult. Questions arose as to the number of assailants and weapons, when and how used, how the marks fitted the motive, and the age and mentality of the suspect, or suspects, etc.

When a blade-type weapon was found, it was obvious the blunt end could have caused the unusual marks. Further study, testing and matching showed that the depression in the forehead not only could have been, but was made by the knife handle.

The photos tell one very clear story. Investigators cannot jump to conclusions. Theories may be developed on the basis of known facts but they are useful only to supply investigative leads. A final report must await the assembling of all loose parts into a full picture complete in all details.

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Here are typical Polygraph User Reports:

- Eastern Police Chief: "In the first month of operation, the Keeler Polygraph enabled us to solve a two-year-old murder and to make a sizable recovery of stolen cash. The Polygraph was our chief source of information on these cases."
- Detective Agency: "Psychologically, our Polygraph is worth $10,000 just sitting in the office — aside from actually saving time and expense in our personnel investigations."
- Midwestern Police Chief: "We kept a log on our machine during the first three months of operation. In that short time, the manhour savings and dollar value of stolen goods recovered more than paid for our polygraph room, training the examiner, and the cost of the machine."
- Western Police Department: "Results obtained through the use of the Polygraph materially reduce manhours spent on investigations, and aid substantially in the quick elimination of innocent suspects in numerous cases."

AND REMEMBER: *Keeler Polygraph is the* only *"Lie Detector" developed and perfected through more than 15 years of close cooperation with law enforcement agencies throughout the world.*

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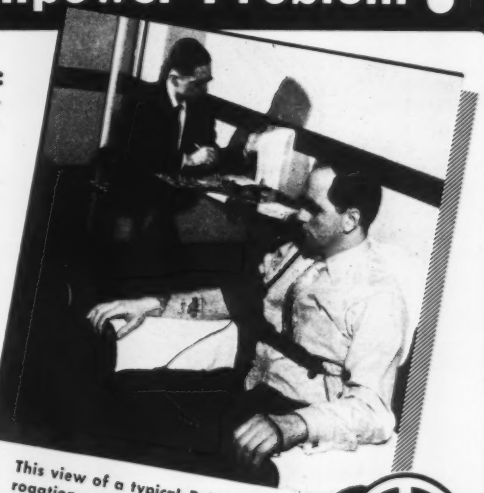

This view of a typical Polygraph interrogation room shows examiner determining truth or falsehood of subject's responses to questioning.

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DOUBLE POISON

The photograph at the right was taken of the inner forearm of a narcotic user who tattooed a crude scorpion on his forearm in the area where he was using the needle. Obvious purpose of the tattoo is to conceal freshly inflicted needle marks and to provide additional working space for future injections.

Close inspection of the abdominal region of the scorpion will reveal highlights which are reflections of needle marks. The user has taken "pride" in his art as well as his vice as is shown by his initial "H" on the thorax of the insect as he has depicted it.

Self-inflicted tattoos are a relatively recent innovation in the underworld of addiction and especially by newcomers who are parrying with law and enforcement. Artistic ingenuity as well as space might cramp the style of a long-time user.

The scorpion in the present instance would appear to be a very appropriate selection of an insect for the purpose it serves.

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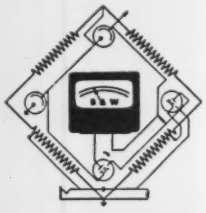
The modern means of Instrumental Lie Detection



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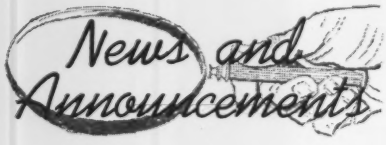

College Enrollment of Police Officers Increases

Seven hundred and seventy-nine members of the New York City Police Department, ranging from Probationary Patrolman through Inspector, have registered for the spring semester in the Police Science Program conducted by the New York Police Academy in affiliation with the Baruch School of City College, Police Commissioner Stephen P. Kennedy announced today. This figure represents a 100% increase over previous enrollments. The tremendous interest thus evinced in this two year college level training program has filled the classrooms of both schools to capacity.

Members of the New York City Police Department who registered for the courses include 1 Inspector, 5 Deputy Inspectors, 18 Captains, 82 Lieutenants, 111 Sergeants, 33 Detectives and 529 Patrolmen. The police science program includes such subjects as English, Government, Human Relations, Law, Sociology, Speech and Political Science.

For the first time, personnel of other law enforcement agencies were also admitted to the courses. Fifty-four members enrolled from ten other agencies—14 from New York City Housing Authority, 14 from New York City Transit Authority, 18 members of the Yonkers Police Department, 2 members of the Greenburgh Police Department and one member each from the Correction Department and the Scarsdale, White Plains and New Rochelle Police Departments as well as one member each from the Jersey City and Kearney Police Departments.

The graduate study program, leading to the degree of Master of Public Administration with a major in Police Science, also showed a healthy enrollment with 101 students registered in 12 courses. These included 97 members of the New York City Police Department—4 Captains, 23 Lieutenants, 18 Sergeants, 17 Detectives, 28 Patrolmen and 7 Policewomen, as well as an official of the Waterfront Commission and members of the City Administrator's Office, the New York Housing Authority and the Yonkers Police Department.

Commissioner Kennedy said "The phenomenal development of the Police Science Program is the more noteworthy in view of the fact that the students attend on their time off duty and make the necessary cash outlays for registration and tuition fees, as well as textbooks, from their personal funds.

"They are recompensed in neither time nor money. Their compensation lies in the satisfaction they derive from the knowledge that they are equipping themselves with the best education available to police officers, so that they may better serve the members of the community."

INDIANA JUVENILE OFFICERS HOLD TRAINING CONFERENCE

On December 10 to 14 inclusive, the first Juvenile Officers' Training Conference was held at Indiana University. The Conference was sponsored by the Indiana Association of Chiefs of Police and the Indiana Council for Children and Youth. The sessions were jointly conducted by three departments from the University: the Department of Police Administration, the Department of Sociology and the Department of Social Service. One day was devoted to a field trip to the Juvenile Court of Judge Harold N. Field and the Marion County Detention Home in Indianapolis, as well as the Indiana Boys' School at Plainfield. The Conference ended on the afternoon of December 14, following a luncheon and an address by Henry D. McKay from the Institute of Juvenile Research in Chicago. Twenty officers from sixteen police departments in Indiana were registered, together with one representative from a sheriff's department and one from a probation office.

Participating in this program of instruction were Professor Loren Ayres, Acting Chairman, Department of Police Administration, Indiana University; Professor Merritt C. Gilman, Indiana Department of Social Service; Professor Richard A. Myren, Department of Police Administration, Indiana University; Frederic F. Schneidewind, Police Services Consultant, U. S. Department of Health, Education and Welfare; Mark Roser, Supervisor, Pupil Personnel Department, Gary, Indiana; Professor Albert K. Cohen, Indiana University; Hugh O'Brien, Director of the Board of Corrections, Indianapolis; Michael G. McCann, Instructor, Department of Police Administration, Indiana University; Captain Carnes, Juvenile Officer, Muncie, Indiana; Dan Metrione, Chief of Police, Richmond, Indiana; Pat Reeves, Juvenile Officer, Lafayette, Indiana; Mildred French, Executive Director, Indiana Council for Children and Youth; Howard Gustavson, Indianapolis Council for Children and Youth; Sheriff Frank McDonald, Evansville, Indiana; Nick Sileo, Christian Services Director, Bloomington, Indiana; Henry D. McKay, Director, Institute for Juvenile Research, Chicago; Professor Lester E. Hewitt, Department of Social Science, Ball State Teachers College, Muncie, Indiana; Donald Scott, Chief of Police, Kokomo and President, Indiana Association of Chiefs of Police; representatives from the Indiana University School of Social Work and the Federal Bureau of Investigation.

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Science in Law Enforcement

Western Reserve University will hold its Fourth Institute on Science in Law Enforcement at the Law-Medicine Center in Cleveland, Ohio, *June 17-22, 1957.*

The Center, a cooperative activity of Western Reserve and the Cuyahoga County Coroner's Office, will emphasize criminal investigation, interrogation and interview techniques, scientific aids for police officers, communications and surveillance, and police management and supervision.

Lectures, discussions and workshops will be offered. Several social events are also planned for the week. The tuition is $75 per student and comfortable housing can be arranged in

the men's dormitory at $15 for the week.

The three previous institutes have been attended by 174 local police officers, sheriffs, state police, prosecuting attorneys, scientists for police laboratories, military police, forensic pathologists, coroners and private protection personnel from 22 states and four foreign nations.

Information and registration forms can be obtained from Oliver Schroeder, Jr., Director, The Law-Medicine Center, Western Reserve University, 2145 Adelbert Road, Cleveland 6, Ohio.

Planning Community Services for Delinquents and Other Children in Trouble

To Be Subject of Workshop, June 24-28, 1957

A special workshop devoted to "Planning Community Services for Delinquents and Other Children in Trouble" for the period June 24-28, 1957 has been announced by The New York School of Social Work, Columbia University, in cooperation with The U. S. Children's Bureau, The National Probation and Parole Association, The United Community Funds and Councils of America, Inc., The New York State Youth Commission, and The New York City Youth Board.

Noting countrywide interest in strengthening services, the School plans, in this fashion, to provide a meeting ground for those concerned with over-all community strategy for dealing with children in trouble. The workshop will seek to define functions and service which are essential in all communities.

The workshop will be led by Dr. Alfred J. Kahn, professor of social work at The New York School and consultant to the Citizen's Committee for Children of New York City, Inc. Dr. Kahn is author of *A Court for Children, Police and Children, Children Absent From School* and other works in this field.

It is expected that the workshop will be of particular interest to staff members in community councils, youth commissions, national service agencies with programs in this field as well as those in a leadership or planning role in municipal county or state departments providing services to the delinquent group.

Sessions may be devoted to topics such as the following: functions of specific agencies, as well as the over-all structure of services; basic philosophy governing a community's program; functions required by all communities in a pattern of services; current directions in the work of juvenile court, police, detention, protective casework agencies, "detached" work with groups; special youth boards and commissions; school attendance and guidance services; institutional care, residential organization methods in this area.

Further information and application blanks may be obtained by writing to The New York School of Social Work, Two East Ninety-First Street, New York 28, N. Y.

AN EDITORIAL

The crime record in the United States for 1956 is cause for somber reflection on the part of the police, the courts, the legal profession, the ministry, education and every American citizen. UNIFORM CRIME REPORTS just released reveal that an unequaled rise brought the 1956 major crime total higher than that of any other year. The disturbing fact is that crime has increased almost four times as fast as population since 1950. For that period, the increase in crime is 43 per cent while that of population is only 11 per cent. During 1956, increases in all but one category brought the crime total above the 2.5 million mark for the first time.

Arrests of young people under 18 increased 17.3 per cent in 1956. Of those persons under 18 arrested in 1956, 40.1 per cent were not yet 15 years of age. Youths under 18 made up 11.3 per cent of the arrests but the serious nature of the participation of youths in crime is more clearly evidenced by the fact that *for Part I (major) crimes as a group, 45.8 per cent of the arrests in 1956 were of youths under 18!*

The picture is gloomy and suggests a re-examination of the total approach to crime and the criminal. Investigative processes in the law enforcement field have reached a high level of efficiency. Scientific crime detection has come into its own. The cases are being cleared, the arrests are being made and the courts grind endlessly through trials and convictions to crowd penal institutions beyond their capacity. And yet, according to UNIFORM CRIME REPORTS, long-term urban trend figures indicate that for every 100 city crimes just before World War II we now have 162 *and that at the 1956 rate of increase, the pre-World War II crimes will have doubled in 1958!*

On the basis of the record, it is evident that bailbonds, trials, convictions, jails and penitentiaries are trademarks of social inadequacy, if not abject failure, in terms of solutions. After 32 years as one of the nation's most brilliant Chiefs of Police, August Vollmer concluded: "I have spent my life enforcing the laws; it is a stupid procedure and has not, nor will it ever, solve the problem until supplemented by preventive measures." Warden James A. Johnson of the Federal Prison at Alcatraz, speaking on one occasion of the functions of the modern prison, observed, "When we have built the finest prison that money can buy, it will stand as a monument to neglected youth."

It is apparently not enough to focus attention on the adult offender and the juvenile delinquent in an after-the-fact approach. It seems logical to conclude that the operation must be moved further upstream to the headwaters and tributaries of crime and the criminal, making contact with the youngster in the early years of life when behavior patterns are just beginning to take form. Vollmer and others have pointed out that 2.5 per cent of school children are problem children, that of these, 92 per cent become delinquent, and of the delinquent, 88 per cent become adult criminals, of whom more than 70 per cent become repeaters.

A Master's Thesis written by Nathan Boden at the University of California in 1935 within the general frame of reference—"Do Problem Children Become Delinquents and Criminals?"—could well become one of the significant documents of our time in leading to the integration of police administration, public school administration and other community resources in a clinical team approach to delinquency and crime prevention.

TEACHING OPPORTUNITY IN POLICE SCIENCE

The Department of Police Science and Administration at Washington State College is seeking qualified personnel to teach police science subjects, on a temporary basis, for either or both the academic years September 15-June 15, 1957-58 and 1958-59.

Qualifications

1. Academic: minimum degree—B.A., B.S. or LL.B.
2. Professional: minimum of three years police service
3. Recommended experience in either academic teaching or in service.

Salary

Salary is open and will be based upon the experience and qualifications of the candidate.

Qualified peace officers, who may be able to obtain nine months leave of absence from their departments, retired officers, or others are encouraged to apply.

Write to:

Donald F. McCall, Chairman
Department of Police Science and Administration
Washington State College
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A built-in safety valve that limits pressure exerted to 25 cm. H_2O is an important feature of a new Hand Bellows Resuscitator for emergencies developed by and now available from the J. J. Monaghan Co.

Manufacturer's tests reveal that the Hand Bellows can be placed in service within seconds to breathe a patient with respiratory failure. Its lightweight portability (3¼ pounds) makes it especially useful for fire departments, police units, industrial first aid, rescue squads, hospitals, clinics, doctors' offices and emergency cars.

The Monaghan Hand Bellows can be used in one of three ways. First, the mask can be attached directly to the bellows (see picture). When desirable, the bellows can be attached to the operator's leg or waist and operated with one hand. A third method of operation permits the use of a 42-inch hose between bellows and mask.

The Monaghan Hand Bellows is available from the manufacturer or from medical and surgical supply dealers.

ALCOTEST—A NEW POLICE TOOL

Alcotest is an entirely new and inexpensive chemical reaction device for on-the-spot field screening of persons suspected of being under the influence of alcohol. Exhaled breath is collected in a plastic balloon and then passed into the reactor tube where color reaction may indicate the presence of alcohol. A pocket size box contains indication tubes for ten individual tests. The device is designed for screening purposes only and a positive test should in all cases be followed by an accurate quantitative test.

Upper: Exhaled breath is collected in a small plastic balloon. *Lower:* West German police officer administers Alcotest to a driver.

NEW IDENTIFICATION MICROFILMER

Lt. Frank J. Fault, South Carolina Law Enforcement Division, "mugs" Detective Lt. Frank Simmons of the Lansing, Michigan, Police Dept., on microfilm. It happened at the recent Kodak semi-annual seminar on law enforcement photography in Rochester, N. Y.

This new identification microfilmer, made by Recordak Corp., subsidiary of Eastman Kodak Co., takes a picture of a person, his bank check, and his identification simultaneously. They appear in a single exposure on 16mm microfilm. A 100-foot roll of this film will take over 1500 such pictures.

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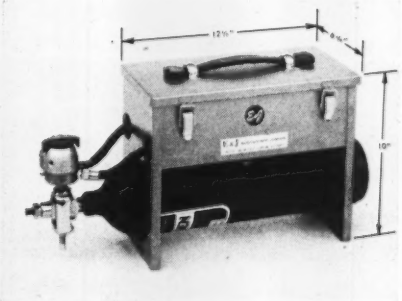

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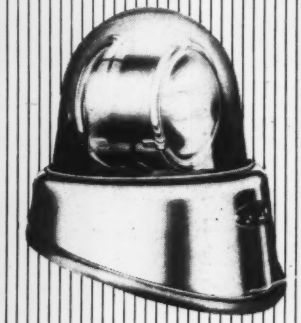
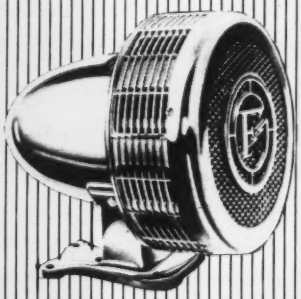


BEACON RAY



Q 2 COASTER SIREN

FEDERAL SIGN and SIGNAL Corporation

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